VILLAGE OF LEGAL

GENERAL MUNICIPAL PLAN

MAY 9, 1983

Edmonton Metropolitan Regional Planning Commission

EDMONTON METROPOLITAN REGIONAL PLANNING COMMISSION

B. HEWES
CHAIRMAN

R.N.GIFFEN M.C.I.P.
EXECUTIVE DIRECTOR

Baker Centre
602 - 10025 - 106 Street
EDMONTON ALBERTA
T5J 1G4

PHONE 423-5701

OUR FILE .....

YOUR FILE .....

May 9, 1983

Mayor Y. Gagnon and Council
Village of Legal
LEGAL, Alberta

Mayor Gagnon and Council:

RE: Village of Legal General Municipal Plan

It is my pleasure to submit to you the Village of Legal General Municipal Plan. The Plan, prepared in accordance with the provisions of the Planning Act, R.S.A., states municipal policies and proposals with respect to municipal growth, future land uses, economic development and municipal services.

I trust that the Plan will serve as a useful reference and policy document and will assist Council in its future deliberations.

Yours truly,

E. S. Fearon

E. Sandra Fearon
Project Planner

ESF/ig

Attachment

NOTE

All persons making use of this publication are reminded that it has been prepared for the convenience of the public and that the original bylaw(s) should be consulted for all purposes of interpreting the General Municipal Plan.

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ACNOWLEDGEMENTS

Village of Legal Council

Y. Gagnon	Mayor
M. Dube	Deputy Mayor
R. Demers	Councillor
D. Limoges	Councillor
R. Prefontaine	Councillor
A. Montpetit	Secretary Treasurer

General Municipal Plan Staff

G. Tweddell	Section Head
S. Fearon	Project Planner
C. Bernard	Economist
C. Ferguson	Planning Technologist
P. Wankiewicz	Planning Technologist
G. Willis	Planning Technologist
J. Zeger	Planning Technologist
M. Dawson	Secretary

Contributing Edmonton Metropolitan Regional Planning Commission Staff

R.N. Giffen	Executive Director
K.B. Clark	Planning Manager, Municipal Services Division
R. Mattiussi	Planner

Graphics and Printing

E. Huckle	Chief Draftsperson
J. Stach	Draftsperson
J. Super	Printer

Word Processing

I. Gruber	Operator

INTRODUCTION

INTRODUCTION

The Village of Legal General Municipal Plan is a broad policy document to guide both public and private planning to achieve the Village's development objectives. Because it will be necessary for the Village to respond to changing circumstances, sufficient flexibility has been incorporated into the policy statements to permit variation in the methods for achieving Village objectives, without altering their intent.

The Planning Act, R.S.A. requires all incorporated urban municipalities of 1,000 persons or more to prepare and adopt a General Municipal Plan. The General Municipal Plan must conform to the regional plan in effect, and in turn, the area structure plans and area redevelopment plans must conform to the General Municipal Plan.

The General Municipal Plan describes the land uses proposed and the standards for future development in the municipality. All lands within the corporate boundaries of the Village are included in the Plan and all undeveloped areas are considered potentially suitable for the preparation of area structure plans. In addition to the requirements specified by Section 64 of the Planning Act, R.S.A., area structure plans should indicate explicitly how the Village's development policies will be met.

Although the actual physical development of the Village is the major concern of the General Municipal Plan, social, economic and environmental issues are also studied.

The General Municipal Plan program was initiated in June 1982, following Council's agreement to the Terms of Reference report. The program consisted of a community survey to determine the attitudes of the residents to their community and its future development; analysis of existing facilities; population and economic forecasts; and policy formulation. Plan policies enable Council to make decisions concerning land use and development, on the basis of a comprehensive set of general, long-range policies.

The General Municipal Plan is intended to be a flexible document. Revisions and amendments to the plan will be necessary since the management of the Village's development should take into account new development commitments, budget constraints, shifting public and political priorities and changing market conditions.

Annual review and amendment are desirable in order to keep the General Municipal Plan up-to-date. The review would require Council to decide whether any of the policy statements should be modified in light of land use and development activities during the previous year. It will also serve to remind Council or inform any new members of Council of the General Municipal Plan's contents.

There should be a thorough review of the entire General Municipal Plan at least every five years. This review should be comparable to efforts undertaken at the time of its original preparation.

Amendments will be made at any time Council deems appropriate. When a major development proposal or land use issue comes before Council, members must study the General Municipal Plan policies that apply to the issue and review the rationale for the policies. If the policies are reaffirmed, no change to the General Municipal Plan is necessary, but if they are changed, then the General Municipal Plan should be amended.

Based on the community survey results, Legal's General Municipal Plan program was used to develop objectives and policies to:

(a) STRENGTHEN AND DIVERSIFY THE VILLAGE'S COMMERCIAL STRUCTURE.

(b) IMPROVE THE QUALITY OF EXISTING PARKS AND RECREATIONAL FACILITIES AND PROVIDE FACILITIES GEARED TO A VARIETY OF USER GROUPS.

(c) ACCOMMODATE POPULATION GROWTH WHILE MAINTAINING THE COMMUNITY ATMOSPHERE.

(d) ENCOURAGE INDUSTRIAL DEVELOPMENT AND EMPLOYMENT OPPORTUNITIES.

(e) PROVIDE A HIGH QUALITY OF HOUSING AND A HIGH STANDARD OF SITE AND RESIDENTIAL DESIGN.

(f) PROVIDE AN EFFICIENT TRANSPORTATION SYSTEM.

(g) PROVIDE THE NECESSARY UTILITY SYSTEMS TO ACCOMMODATE GROWTH.

(h) MAINTAIN A HIGH STANDARD OF PROTECTIVE SERVICES.

(i) ENCOURAGE THE PROVISION OF NECESSARY HEALTH AND SOCIAL SERVICES.

(j) PROVIDE A HIGH STANDARD OF EDUCATION SERVICES IN SUITABLE LOCATIONS.

POPULATION

POPULATION

Legal is located near the northern limits of the Edmonton Metropolitan Region, approximately 48 km (30 miles) north of the City of Edmonton and 3 km (2 miles) east of Highway 2, see Figure 1, Regional Setting. The Town of Morinville, also along Highway 2, is approximately 17 km (11 miles) to the south of Legal.

Initial development of the Village was begun in 1894 by French pioneers. The Village was named after Bishop Emile Legal, who played an important role in the establishment and early growth of the settlement. In 1910, the railway was constructed just west of the original settlement.

Legal serves as an important centre for the surrounding agricultural areas and is just within what could reasonably be perceived as the commuter shed of the Inner Metropolitan Area (Edmonton, St. Albert, and Sherwood Park).

Growth prospects for the Village of Legal are firmly rooted in the growth prospects of the province and the Edmonton Metropolitan Region. The population projections were based on an examination of recent provincial, regional and local economic and demographic trends. In addition, forecasts of Legal's potential for further growth and its anticipated role in the development of the Edmonton Metropolitan Region were prepared to the year 2006.

The current national and provincial economic downturn and continued economic uncertainty in the short term future have created particular problems in determining population growth rates and population levels. The problems are compounded by the fact that within recent years, various intense and relatively short-lived trends have influenced provincial population distribution and growth rate.

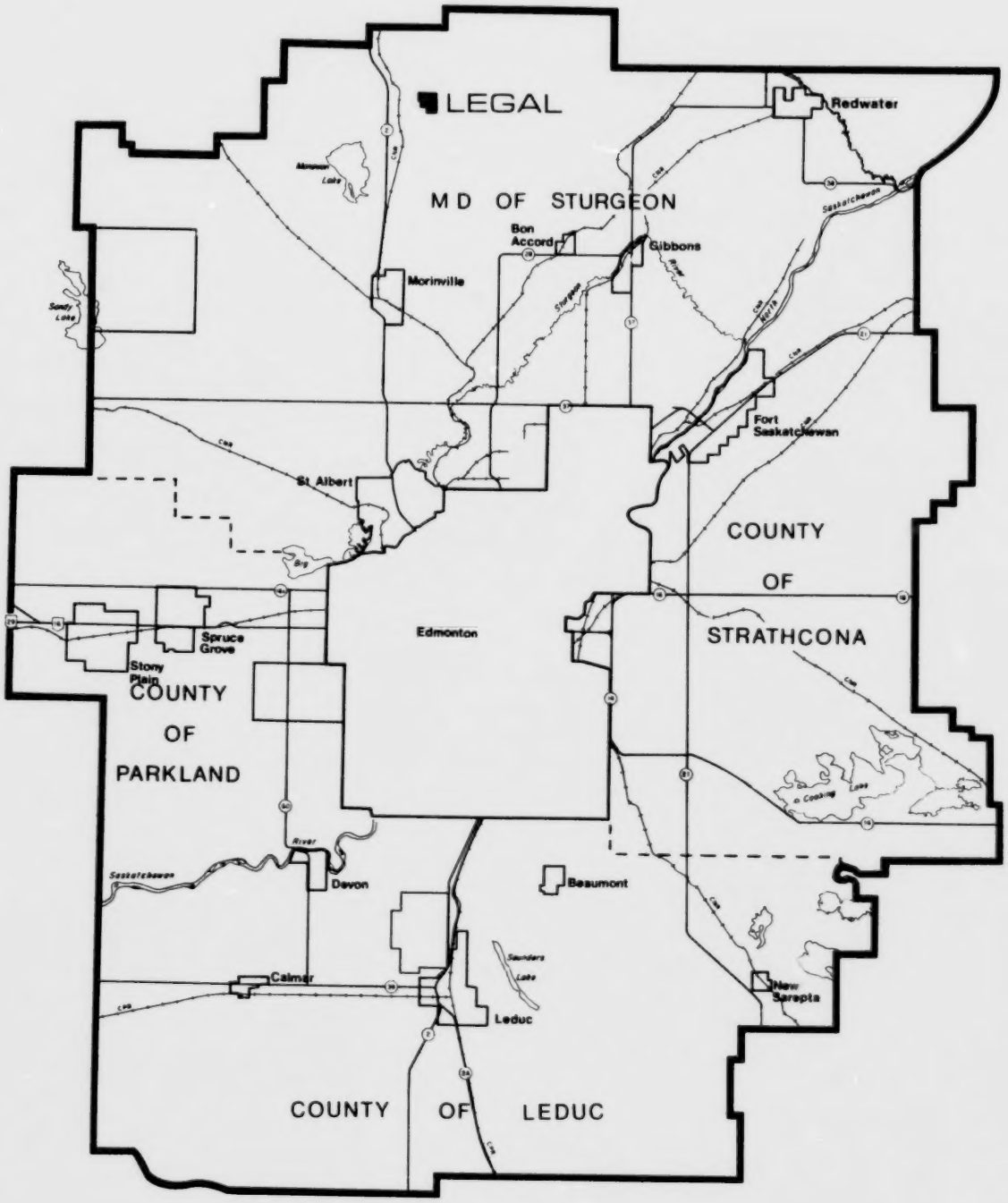
The main stimulus for future population growth will continue to be from net in-migration. In the short term, because of the current downturn in economic activity, net migration is anticipated to decline from the levels recorded in recent years. The lower provincial growth rate will result in a slower rate of population growth at the regional and municipal levels.

In addition, population growth at the municipal level will be slowed further by the apparent shift in the pattern of population distribution within the Edmonton Metropolitan Region. The trend towards a greater degree of decentralization of the regional population appears to be on the decline. This change in the pattern of regional population distribution will have a greater impact on those municipalities, such as Legal, which are located on the outer limits of the commuter shed, compared with those which are closer to the central city.

Despite the anticipated short term decline in the provincial population growth rate as a result of lower net migration levels, Alberta's prospects for growth in the long term remain strong. The Alberta Bureau of Statistics corrected Series 5 Projection forecasts a provincial population of 4.3 million by the year 2006.

Figure 1

REGIONAL SETTING



The rate and pattern of population growth that can be expected for the Edmonton Metropolitan Region are also a function of economic conditions. The Region is an important staging area for northern development and in long range planning for further development of the energy and manufacturing sectors of the provincial economy.

Projections for regional population growth are based on two assumptions. First, the region's historical annual growth rate of 3.4 percent will be maintained over the projection period and second, the region's share of the provincial population growth will continue to be 30.0 percent. Both projections were based on a provincial population of 4.3 million by the year 2006. Thus the region's population could be expected to be between 1.3 million and 1.5 million by the year 2006.

According to the Proposed Regional Plan, prepared by the Edmonton Metropolitan Regional Planning Commission, Legal has been designated as a Local Service Centre, indicating the Village will continue to function as the economic, administrative, social and cultural centre of its district.

Several population projections have been prepared for Legal and are given in Table 1. Case 1 assumes a regional population 1.3 million in 2006 and that Legal maintains its historical percentage share of the regional population (0.14 percent). Case 2 assumes a regional population of 1.5 million and that Legal maintains its historical percentage share of the regional population (0.14 percent). Case 3 assumes Legal will maintain its historical annual growth rate of 3.4 percent. Finally, Case 4 is based on the provincial government regional growth management policy which established a regional settlement pattern composed of a hierarchical system of municipal communities. The Proposed Regional Plan proposes that the Local Service Centres, including Legal, will absorb 3.3 percent of the regional population for a total population of approximately 50,000. In 1981, Legal's population was 5.3 percent of the total population of the Local Service Centres. Thus, Case 4 assumes Legal will maintain this percentage share of the 50,000 population in 2006.

The projections provide a range of population levels which could reasonably be anticipated. However, many factors influence these projections and therefore they must be reviewed periodically to ensure their appropriateness.

On this basis, the anticipated population for Legal is between 1,820 and 2,650 persons by the year 2006, with the projection of 2,100 persons being favoured. The implications of the projections have been used to develop the land use requirements and distribution pattern for the Village of Legal.

TABLE 1

POPULATION PROJECTIONS BY FIVE YEAR PERIODS - 1981-2006

	1981	1986	1991	1996	2001	2006	Annual Growth Rate
Case 1	1022	1145	1283	1437	1610	1820	2.3%
Case 2	1022	1179	1360	1569	1810	2100	2.9%
Case 3	1022	1208	1428	1687	1995	2358	3.4%
Case 4	1022	1237	1498	1814	2197	2650	3.9%

SOURCE: Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Population Growth Prospects; E.M.R.P.C., Edmonton, Alberta, January 31, 1983.

Policies

To maintain a growth rate consistent with the Village's role as a Local Service Center in the Edmonton Metropolitan Region:

1. *The Village should annually monitor population growth and its characteristics, and amend the growth policies, when necessary, to acknowledge changes in resident attitudes, market forces and government policies.*

   In order to be aware of population change, the Village administration should continue to conduct an annual civic census which would determine the following:

   (a) the age, sex and marital status of each household member,

   (b) where applicable, the occupation (skill), place of work, and employment status of each household member,

   (c) house type, tenure and geographic location, and

   (d) resident priorities for Village development and opinions concerning topical issues.

2. *The Village should continue to actively promote the benefits of the Village as a good place in which to live.*

ECONOMIC DEVELOPMENT

ECONOMIC DEVELOPMENT

The prospects for long term economic growth in Alberta and the Edmonton Metropolitan Region remain strong despite the current downturn in national and provincial economic activities. The principal stimulus for all round economic growth and development is expected to continue to come from growth in the energy resources sector. Strong support will also come from a growing provincial government administration which will continue to be a major employment generator within the metropolitan area.

Additionally, the continuing importance of Alberta in the international energy market, the growing population and increasing strength of consumer demand in Alberta and the prospects of a secure and relatively cheaper long-term supply of energy will continue to attract large scale manufacturing and financial establishments to the province. Petrochemical and other resource extraction and processing operations will continue to play a significant role at the provincial and regional levels despite the recent curtailment of major tar sands projects.

Because of its large population base, providing the full range of administrative, professional and technical expertise, the Edmonton Region is expected to continue to be the locational choice of a substantial portion of the anticipated long term provincial growth.

Commercial Sector

Legal's commercial sector is the main generator of economic activity in the Village. However, the rate that Legal's commercial sector has expanded and diversified has been restricted by; the communities proximity to the major commercial facilities in Edmonton and St. Albert, its relatively slow population growth rate; and strong competition from Morinville and Westlock for the surrounding rural market.

Legal's role as a dormitory community within the Region and a retail service centre for the surrounding agricultural district is likely to remain unchanged over the period of the General Municipal Plan. This role will continue to be the dominant influence on the development of the Village's commercial sector. The expected population increases in the total trade area will give rise to a corresponding increase in the volume of retail trade conducted. However, it is unlikely that any major change will emerge in the level of services offered by the Village's commercial facilities or in the per capita volume of retail trade. Higher order commercial outlets are not likely to locate in Legal, unless there is a significant change in local employment opportunities, which in turn would help to re-orient the residents' shopping patterns in favour of local commercial facilities.

The trade or market area of a retail establishment or a commercial centre refers to the geographic region from which the establishment or centre could normally expect to derive approximately 85 percent of its sales receipts. It should be pointed out however, that the trade area of a commercial centre is a composite average, since individual retail establishments usually command trade areas of different dimensions, depending on the nature of the service offered. The trade area is normally divided into a primary trade area, defined by the corporate limits and the secondary trade area, the portion of the total trade area outside Legal's boundaries, see Figure 2 - Village of Legal Trading Area, 1982.

The approximate boundary of Legal's trade area was determined on the basis of a study prepared by the Edmonton Regional Planning Commission in 1971, entitled "Market Areas and Service Centres", and from discussions with businesses in Legal.

In range and orientation, Legal's secondary trade area is strongly influenced by the more developed commercial facilities in Morinville to the south and Westlock to the north. The 1982 population of Legal's total trade area has been estimated at 1,817 persons.

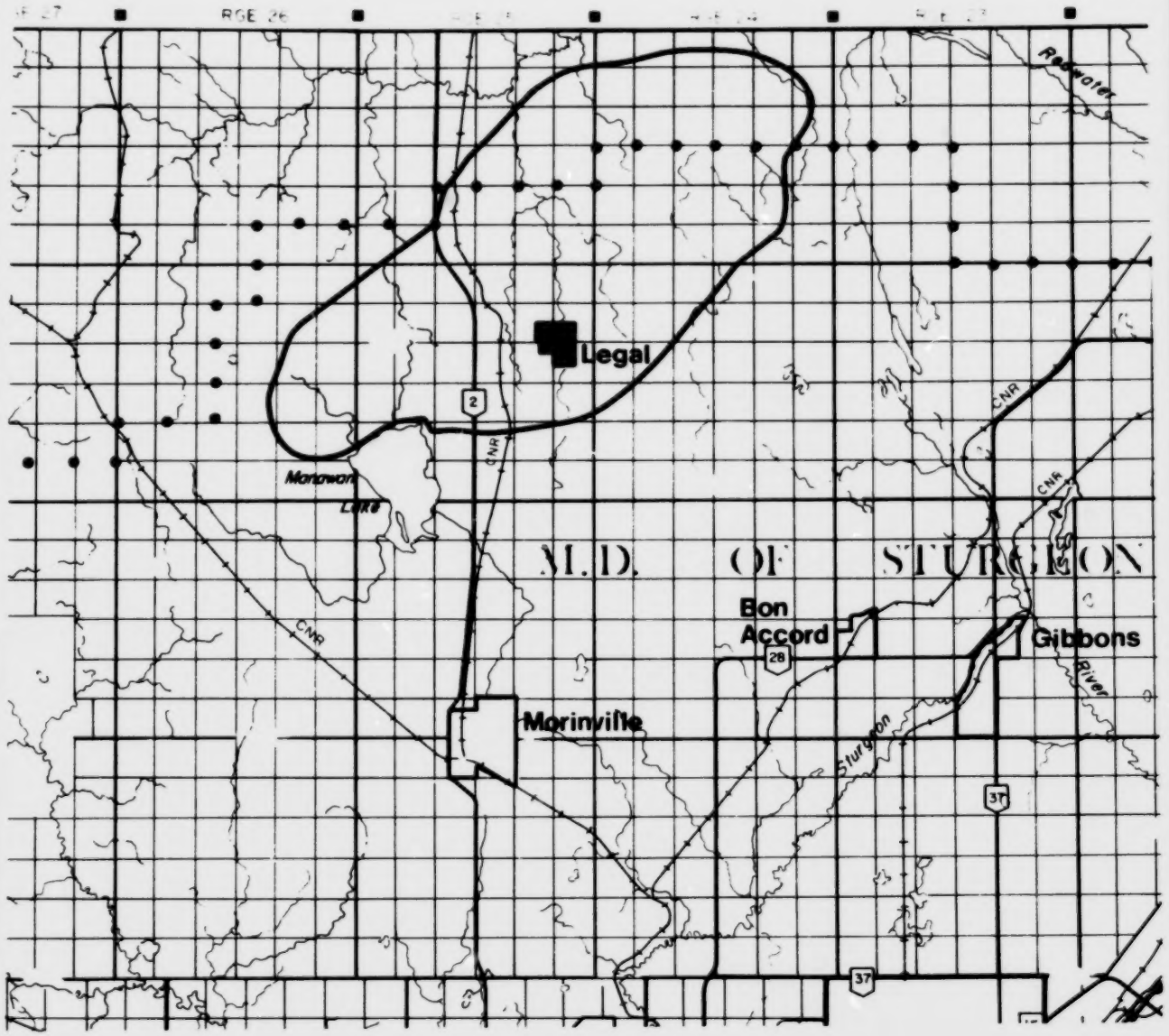
The region surrounding Legal is expected to retain its traditional agricultural function. Consequently, the population of Legal's secondary trade area is not expected to record substantial increases over the 1982 level. Population growth in the total trade area will result primarily from population growth in Legal. The projected trade area population is shown on Table 4.

The per capita value of trade in consumer goods and services in Legal declined from $3,838 in 1975, to $3,743 in 1978. If 1978 sales receipts are adjusted to remove their inflationary content over 1975 receipts, the decline in Legal's per capita consumer spending is more substantial than suggested by the unadjusted value. Since average income has been increasing in recent years, the decline in per capita spending is the result of decreased patronage of Legal's commercial facilities.

Legal's commercial facilities are still relatively underdeveloped and this factor is reflected in the shopping patterns of the residents. Results from the community survey indicate that Legal's residents patronize commercial outlets in the Village for lower order consumer goods and services such as groceries, drugs, banking, and laundry and drycleaning. However, higher order consumer purchases such as clothing, hardware, furniture and major household appliances, are usually made in Edmonton or St. Albert. This pattern is expected to continue until Legal's trade area population base develops the capacity to support higher order commercial outlets within the community's boundaries. Table 2 provides detailed information on the shopping patterns of Legal's residents.

Figure 2

VILLAGE of LEGAL TRADING AREA, 1982



The shopping pattern of Legal's residents is also influenced by the fact that the Village is a dormitory community with approximately 62 percent of Legal's employed labour force commuting daily to various places of employment. If Legal is successful in expanding local employment opportunities, through the expansion of its commercial facilities and the establishment of light industry, a larger percentage of the labour force will be able to find employment locally. This in turn will lead to a re-orientation of the residents' shopping patterns in favour of local commercial facilities.

TABLE 2
SHOPPING PATTERNS OF RESIDENTS, 1982

GOODS AND SERVICES	PERCENTAGE				
	LEGAL	EDMONTON	ST. ALBERT	MORINVILLE	OTHER
Groceries	56.8	9.3	28.5	2.6	2.8
Drugs	80.8	4.8	10.1	1.5	2.8
Clothing and Shoes	1.2	44.2	48.4	1.9	4.3
Hardware and Housewares	11.0	35.4	36.3	11.9	5.3
Furniture	0.8	86.9	8.6	0.0	3.6
Major Appliances	3.6	76.4	13.3	2.1	4.5
Car or Truck Purchases	43.6	31.0	4.8	1.3	19.2
Car or Truck Service	54.8	20.5	10.9	6.1	7.6
Barber and Beauty Shops	71.7	11.4	3.3	10.9	2.7
Drycleaners and Laundry	55.0	19.5	13.5	8.7	3.4
Medical Doctor	28.2	11.6	49.9	6.3	3.9
Restaurant	44.3	27.3	20.8	2.1	5.5
Banking	86.3	5.6	4.7	3.7	1.6
Insurance	74.5	14.7	3.4	0.0	7.4
Lawyer	42.1	40.6	11.7	1.9	3.7
Dentist	0.7	33.8	54.4	4.0	7.1
Veterinary	0.0	16.3	17.4	61.0	5.2

SOURCE: Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Community Survey Report; E.M.R.P.C., Edmonton, Alberta, October 1982.

As of October 1982, the total amount of commercial space in Legal was 4431.3 m^2 of Gross Floor Area (GFA), occupying 1.70 hectares of land (See Table 3). Assuming a five percent vacancy rate, rather than the 11.2 percent existing vacancy rate, the total GFA per capita is 2.3 m^2. The existing commercial space has been developed at a density of 2606.6 m^2 GFA per net hectare.

TABLE 3

COMMERCIAL SPACE BY TYPE: VILLAGE OF LEGAL (October 1982)

COMMERCIAL USE	GROSS FLOOR AREA (m^2)	PERCENTAGE
Retail Establishments		
Food	952.9	21.5
General Merchandise	616.4	13.9
Automotive	601.2	13.6
Miscellaneous Retail	397.8	9.0
SUBTOTAL	2568.3	58.0
Service Establishments		
Personal Service	50.2	1.1
Accommodation	242.0	5.4
Miscellaneous Service	92.9	2.1
SUBTOTAL	385.1	8.6
Office	982.7	22.2
Vacant	495.2	11.2
TOTAL	4431.3	100.0

SOURCE: Edmonton Metropolitan Regional Planning Commission, Village of Legal: Existing Land Use, October 1982.

Projection I (Table 4) assumes the level and variety of services provided by Legal's commercial district will retain their 1982 characteristics. With fairly limited expansion and modification, Legal's present commercial structure would have the capacity to meet the needs of a larger population, provided the Village retains its dormitory function.

TABLE 4

PROJECTED COMMERCIAL SPACE REQUIREMENTS, 1982-2006: VILLAGE OF LEGAL

Year	Trade Area Population Projection		PROJECTION I[1] Commercial Space (GFA)	PROJECTION I[1] Land Requirements (net hectares)[5]	PROJECTION II[2] Commercial Space (GFA)	PROJECTION II[2] Land Requirements (net hectares)[5]
1982		1817	4143.3 m^2[3] 4431.3 m^2[4]	1.70	4143.3 m^2[3] 4431.3 m^2[4]	1.70
1986	low	1974	4540.2 m^2	1.74	4737.6 m^2	1.82
	high	1997	4593.1 m^2	1.76	4792.8 m^2	1.80
1991	low	2196	5050.8 m^2	1.94	5490.0 m^2	2.11
	high	2256	5188.8 m^2	2.00	5640.0 m^2	2.16
1996	low	2446	5625.8 m^2	2.16	6359.6 m^2	2.44
	high	2555	5876.5 m^2	2.25	6643.0 m^2	2.55
2001	low	2730	6279.0 m^2	2.41	7371.0 m^2	2.83
	high	2905	6681.5 m^2	2.56	7843.5 m^2	3.00
2006	low	3053	7021.9 m^2	2.69	8548.4 m^2	3.28
	high	3308	7608.4 m^2	2.92	9262.4 m^2	3.55

SOURCE: Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Economic Development Prospects; E.M.R.P.C., Edmonton, Alberta, January 31, 1983.

Notes: [1] based on the assumption that Legal will maintain a trade area per capita Gross Floor Area (GFA) value of 2.3 m^2.

[2] based on the assumption that Legal's trade area per capita GFA value would increase from 2.3 m^2 in 1982 to 2.8 m^2 in 2006.

[3] 4143.3 m^2 is the actual amount of commercial floor space in use, including a 'normal' 5.0 percent vacancy rate, as of October 1982.

[4] 4431.3 m^2 is the total amount of commercial floor space available in Legal as of October 1982.

[5] Land requirements were calculated on the basis of an existing development density of 2606.6 m^2 GFA per net hectare of commercially zoned land.

Projection II is based on the assumption that Legal will be successful in attracting a significant amount of light industry, or any other fairly substantial employment generator, and that a larger percentage of its labour force is employed locally. As a result, the community's dormitory function within the Region would decline in relative importance.

Such a pattern of growth would increase its GFA per capita value from the present 2.3 m^2 to 2.8 m^2 by the year 2006. This increase is based on a comparative analysis of the qualitative changes which occurred in the per capita commercial space requirements of comparable Edmonton Region municipalities as a result of increased per capita patronage of local commercial facilities. A change in Legal's GFA per capita would result in an increase in its projected commercial floor space requirements.

Industrial Sector

The Village of Legal has not benefited directly from the strong surge of industrial activity which has taken place throughout the Edmonton Metropolitan Region in recent years. Legal's relatively greater distance from the rapidly developing industrial centres in and around the Inner Metropolitan Area has been a major factor in keeping the Village from the mainstream of industrial growth.

At present, no industrial establishment of regional significance is located within Legal's boundaries. Current industrial activity in the Village is minor, consisting of a small construction firm, a welding and ornamental iron works establishment, and warehousing and storage facilities servicing the Village and its secondary trade area.

Undoubtedly, as a municipality within the Edmonton Metropolitan Region, Legal would benefit in the long-term from industrial and general economic development throughout the Region. However, within the next ten to fifteen years the prospects for industrial growth in Legal are expected to remain fairly limited. This would be due to the expected continued sluggishness of economic growth throughout the Region as the provincial and national economies recover from the current economic downturn.

The Village's potential for developing into a significant industrial node outside of the Inner Metropolitan Area is limited. Legal's proximity to Morinville places the two municipalities in direct competition for the industrial opportunities that would open up in the area as a result of decentralized metropolitan growth. Morinville's greater industrial land capacity, its closer proximity to the established industrial centres, and its larger population base place it in a more advantageous position relative to Legal. At the same time, growth in Morinville will likely have longer term spinoff benefits for Legal by enhancing the potential for population and general economic growth in Legal.

Prospects for industrial growth are uncertain and are dependent on factors almost entirely outside Legal's sphere of influence. The most important factor will be the timing and strength of recovery by the national and provincial economies. This will determine the rate of expansion and diversification of the Regional economic base, which in turn will determine the number and range of economic opportunities that will be available for communities such as Legal. The most likely pattern of industrial growth in Legal will be that the industrial activity that exists in Legal will expand and diversify.

As previously indicated, Legal is classified as a Local Service Centre in the Proposed Regional Plan. Guidelines for determining approximate future industrial land requirements for Local Service Centres indicate that a ratio of 0.41.2 net hectares per 100 population would be a reasonable assumption on which to base projected land needs. Therefore, based on a projected population of 2,100 in the year 2006, Legal's industrial land needs could range from 8.5 gross hectares to 25.4 gross hectares.

Legal's ratio of population per hectare of industrial land is 0.46 net hectares per 100 population. Because of the Village's relative distant location from the Region's industrial areas it is likely that the existing ratio of population to industrial land area will prevail. Therefore Legal's industrial land requirements by the year 2006 will be closer to the minimum level of the range given above.

Policies

To strengthen the overall commercial and industrial structure of the Village to meet the needs of the community:

1. *The Village shall create an Economic Development Committee or a Village of Legal Chamber of Commerce to identify new economic opportunities and to promote the advantages of the Village for commercial and industrial businesses.*

   The structure of this organization should be determined by Council, but should be free of direct Council control and include Council representatives, members of the business sector and qualified members of the community who are willing to serve in a voluntary capacity.

2. *The Village should continue to cooperate with the Midnight Twilight Tourist Association to encourage tourists to visit Legal and its surrounding area.*

3. *The Village will cooperate with local business groups in promoting the municipality as a good place to live and establish a business.*

EXISTING URBAN DEVELOPMENT

EXISTING URBAN DEVELOPMENT

Natural Features

The land within and surrounding the Village of Legal is gently rolling, reaching a height of 715 m (2,346 ft) above sea level along 53 Street. Drainage from this high area is generally eastward to Legal Creek, located in the eastern portion of the Village, at an elevation of 692 m (2,270 ft); and westward into a small tributary of Legal Creek, which joins the creek downstream of the Village. The land to the east of the Creek drains directly into it.

Legal Creek drains an area of approximately 20.7 km^2 (8.0 sq mi) and flows north into the Redwater River. The creek runs in a narrow valley about 100 m (328 ft) wide with a valley depth of approximately 6 - 8 m (20 - 26 ft). It is well treed with natural vegetation consisting of mixed poplar and spruce. Some channel improvement may be required as development proceeds adjacent to the creek.

The undeveloped land has been cleared of vegetation as part of past farming practices with some shelterbelt and ornamental planting remaining. The absence of tree cover warrants the conservation of the vegetation which does exist.

The undeveloped area within the municipal boundaries and the immediate surrounding area is Class 1 and Class 2 agricultural land. To the north, there is some slight limitation to agriculture due to adverse topography and soil conditions, however, the area is suitable for general agriculture and is presently being farmed.

Transportation

The Village of Legal is located 3 km east of Highway 2 on Secondary Highway 651, which runs through the centre of the Village. Highway 2 provides direct access to Morinville, St. Albert and Edmonton. Secondary Highway 651 and Highway 28 provide an alternate route to Edmonton and Fort Saskatchewan. The M.D. of Sturgeon has designated two secondary highways in the Legal area for reconstruction and realignment. These are Secondary Highway 651 east of Legal to connect with Redwater and Secondary Highway 803 to connect Legal to Highway 28, improving access for commuters, industry and tourists.

The Canadian National Railway (C.N.R.) line is located 1.6 km (one mile) west of the Village.

Utilities

Legal has developed its own independent sewage treatment facility and relies on lagoons, with discharge into Legal Creek, for treatment of wastes.

The existing sewage treatment facilities have a capacity population of 2,050 persons. However, due to the intermittent nature of Legal Creek, when additional sewage capacity is required, an expansion of the lagoon storage type facility will be necessary rather than a continuous discharge sewage treatment facility. As the Village grows and develops, the lagoon capacity should be re-evaluated to meet the future requirements. Expansion of the lagoon can be accomplished with normal construction methods.

The main sanitary sewer outfall runs on the east side of the creek north to the sewage lagoon. Development of the northwest area, which does not slope toward Legal Creek, would require the construction of a lift station for sanitary sewage collection.

Raw water for Legal is obtained from the Manawan Drainage System and spring runoff. Raw water pumped from the Manawan System is stored in the raw water impounding reservoirs and drawn as required throughout the year. The water is treated in a water treatment plant and stored in a treated water storage reservoir located beneath the water treatment plant. The treated water is then pumped into the distribution system which consists of a water feeder main running between the pumphouse and the water tower, and small diameter lines to distribute water throughout the Village.

Stormwater runoff drains by surface to the creek. Because of the limited capacity of the creek and the rate of discharge into the creek allowed by Alberta Environment, development of new residential areas may require the implementation of stormwater management techniques. Stormwater from the northwest portion may require special management because it will be travelling over land not within the municipality.

A natural gas pipeline feeds the Village from the northeast and ties into the existing Village system at the north end of 50 Street. The pipeline right-of-way runs diagonally from this point on 50 Street to the northeast. Because buildings cannot be built within or immediately adjacent to the right-of-way, acceptable uses of the space could include parks or walkways and as such could be incorporated into the overall park and walkway system.

With the exception of the slope of the northwest area away from the creek and the presence of a natural gas pipeline in the northeast, natural features, transportation and utilities do not pose any difficult problems to future development.

It is proposed that a Regional Utilities Commission will be established in the near future to coordinate and provide utility services, including water, sanitary sewer, stormwater and solid waste management, on a regional scale. Membership in the Commission will include those municipalities which are presently using existing regional utility systems and those which are likely to be involved in the near future. Because of its distance from the other municipalities proposed for inclusion in the Commission, there are no immediate plans to include Legal as a member of the Commission. However, in ten or fifteen years, Legal may wish to review the situation and apply for services to the Regional Utility Commission.

Land Use Features

Legal has developed at the crossroads of two government road allowances and development has concentrated adjacent to the crossroads. New residential construction is on the fringe of the older development; however the majority of houses are within one-half kilometer (one-quarter mile) of the Village centre. Annexation, in 1979, doubled the area of the Village but this land remains undeveloped. Within the boundaries of Legal, there are 216.16 ha (534.12 ac) of land, of which 114.73 ha (283.50 ac) are in the Urban Reserve land use category and are presently farmed. The major elements of the land use structure are illustrated on Figure 3 and indicated on Table 5.

TABLE 5

EXISTING LAND USES

Land Use	Hectares	Acres
Residential	23.05	56.96
Commercial	1.70	4.19
Industrial	2.62	6.47
Institutional	6.26	15.48
Transportation	22.28	55.05
Communication	0.07	0.17
Utilities	6.06	14.98
Recreation/Open Space	7.09	17.57
Vacant (including Agricultural)	147.03	363.31
TOTAL	216.16	534.12

SOURCE: Edmonton Metropolitan Regional Planning Commission., Village of Legal: Existing Land Use, October, 1982.

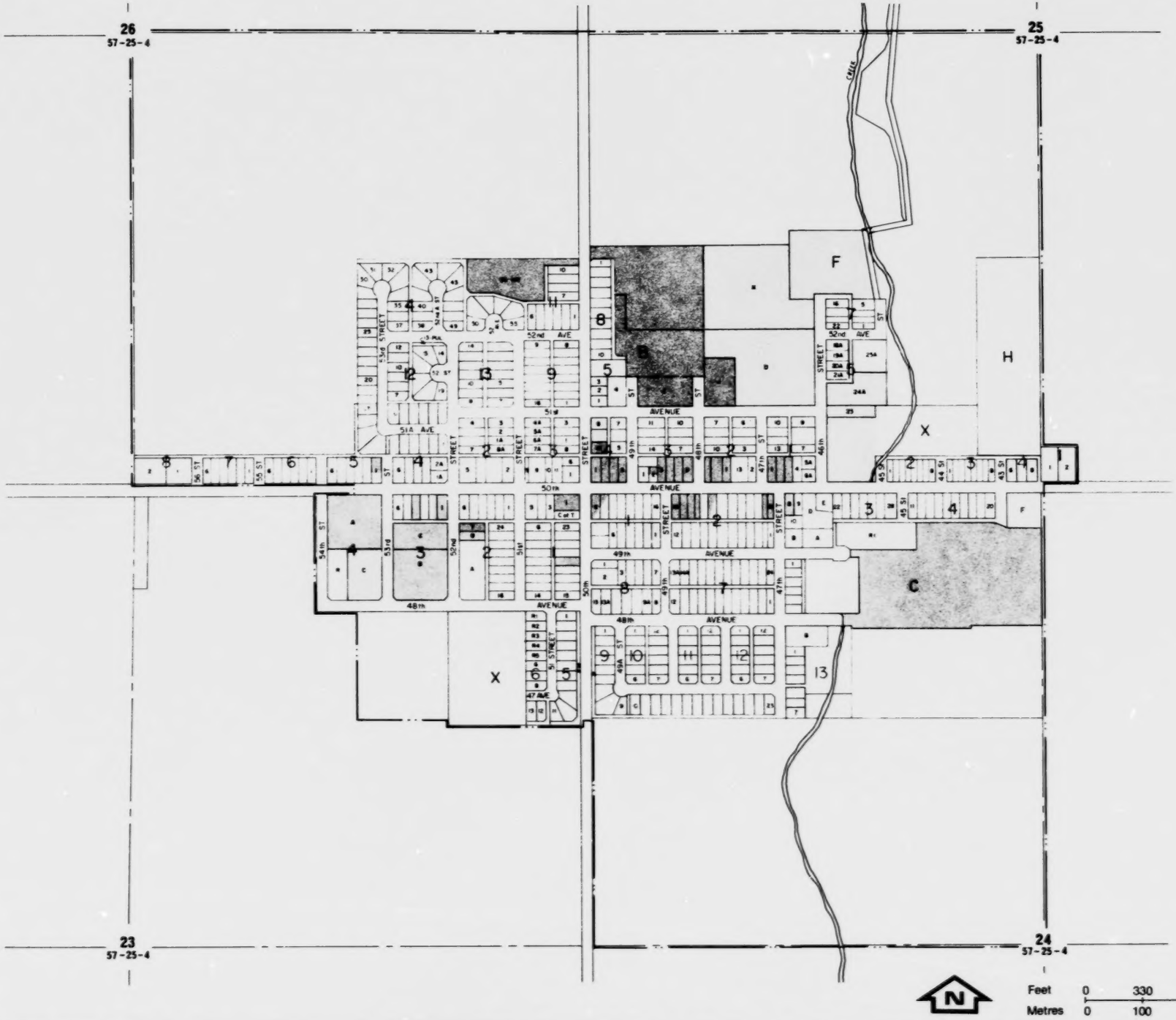


Figure 3

EXISTING LAND USE

AUGUST, 1982

- Residential — single family
- Residential — multi-family
- Commercial
- Industrial
- Parks and Recreation
- Institutional
- Municipal
- Vacant

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Residential

Residential development is primarily adjacent to 50 Avenue with more recent development to the southeast and northwest. There are a total of 23.05 ha (56.96 ac) used for residential purposes, of which 2.63 ha (6.50 ac) are not in the residential (R-IA) land use category.

Four apartment buildings exist, providing twenty-two dwelling units. Three of these buildings occur in the commercial area, with two of the buildings of relatively recent construction consisting of commercial uses on the main floor and an upper storey of apartment units. The fourth apartment building is in a single family residential area.

The single family detached house is the predominant housing type, developed on standard 15 m x 34 m (50 ft. x 110 ft.) lots. A total of 294 lots have been developed for single family residences, leaving 143 serviced lots undeveloped.

The remaining type of residential accommodation is the Chateau Sturgeon Senior Citizens' Home.

Commercial

The majority of the business establishments have developed on both sides of 50 Avenue between 47 Street and 50 Street, and are therefore centrally located in relation to the Village. Expansion of the Village into the Urban Reserve land use district will not affect this relationship.

Twenty-three commercial establishments have been identified, constituting retail, service and office space. These businesses occupy 3936.0 m^2 (42,369 sq ft) of gross floor area and cover 1.70 net ha (4.19 ac). Not included in this total is 495.2 m^2 (5,330 sq ft) of vacant commercial space. The vacancies occur in the Nault Centre and the Revelstoke Building.

Within the commercial (C-1, Central Business District) land use category are several non-commercial uses, including residential, industrial, institutional and recreational. The commercial (C-1) category has in total 3.95 ha (9.76 ac), of which 0.39 ha (0.96 ac) are vacant land and 1.93 ha (4.78 ac) are non-commercial uses.

The other commercial category (C-3, Vehicle Oriented) is located at the west entrance to the Village. This category contains 0.46 ha (1.14 ac) of land and has been entirely developed for residential purposes.

Industrial

Industrial development has been limited to a few light industrial firms located mainly on the west side of the Village south of 50 Avenue. The development consists of 2.62 ha (6.47 ac) including a welding and ornamental iron works firm, a construction firm, and warehousing and storage facilities. In addition, 2.19 ha (5.41 ac) of serviced land in the light industrial (M-1) land use category is available for development.

Community Facilities

The majority of the community oriented facilities are concentrated in the northeast section of the Village on the school and major recreation grounds (Citadel Park). Several other park reserves, developed and undeveloped, are located throughout the Village.

Public areas include a total of 13.8 ha (34.2 ac), of which 9.5 ha (26.5 ac) have been developed with landscaping, playground equipment or recreation facilities. Of the remaining 3.1 ha (7.8 ac), 1.3 ha (3.1 ac) have been proposed for development, by the Legal Lions Club, as a park and playground; the remaining reserve parcels are undeveloped. Private park areas and landscaped grounds include the O'Meara Rehabilitation Centre and the senior citizens' park associated with Club 60 Roses and the Chateau Sturgeon Senior Citizens' Home.

Table 6 describes each park area including the size, location and the recommended action or use for each area. The park areas are shown on Figure 4.

In the downtown area, along 50 Street, the Lions Club of Legal has provided approximately ten rest areas. Some rest areas are neat and well-maintained; others are in a poor state. The rest areas were provided through a "Main Street Alberta" grant from the Devonian Foundation.

The Community Survey revealed that the majority of the respondents were dissatisfied with the parks. The responses to other related survey questions indicates this discontent is due to the condition of Legal's open space. Better maintenance and equipment repair were suggested for playspace improvements, the fixing of existing areas was suggested, as opposed to providing additional parks, playgrounds and sports fields, and Citadel Park was identified as a rundown area in Legal. There were specific requests for repairs to the wading pool, the swings and the teeter totters. Litter, broken glass and unsafe equipment appear to be the major concerns about existing playspaces for children.

The majority of the respondents were neither satisfied or dissatisfied with the recreational facilities and better maintenance and more facilities were suggested for improvements. The Recreation Centre, Citadel Park, the ball diamonds and the Arena were specified as requiring improved maintenance. Additional recreational facilities included an indoor swimming pool, tennis courts and a bowling alley.

Maintenance, repair and replacement of equipment, when necessary, not only increases playground safety but frequently acts as a deterrent to vandalism. Litter encourages more littering and broken equipment encourages further destruction.

TABLE 6

EXISTING PARKS AND OPEN SPACE (August, 1982)

PUBLIC AND SEMI-PUBLIC LAND

Citadel Park

LOCATION - 51 Avenue adjacent to school grounds.

SITE AREA - 4.8 ha (11.76 ac).

RECOMMENDATIONS (1) upgrade and maintain existing landscaping and facilities:

(a) general clean-up of litter, broken glass, weeds, broken snow fence.

(b) playground - paint equipment,
- place sand under play equipment,
- replace broken boards, and
- remove wading pool and convert the area into a sand-box or tot playground.

(c) Recreation Centre - paint and maintain.

(d) Arena - reshingle roof, and
- install plexiglass boards.

(e) ball diamond - paint bleachers, and
- seed infield (or put in sod).

(f) booths and posts - paint and repair.

(g) tennis courts - only one court required for population size,
- resurface court,
- install net, and
- increase height of surrounding fence.

(2) develop a tot play area with suitable equipment and segregated from the elementary play area.

(3) consider different types of play equipment (e.g. creative equipment) for the elementary playground.

(4) add a landscaped seating area near the playground to encourage adults to supervise their children.

(5) continue to encourage community use (e.g. Fete au Village) of Citadel Park.

continued...

TABLE 6, continued

PUBLIC AND SEMI-PUBLIC LAND, continued

School Grounds

LOCATION - 51 Avenue and 46 Street.

SITE AREA - 4.8 ha (11.9 ac) including building and parking lot.

RECOMMENDATIONS
(1) consider planting shrubs and trees around the playground area, to separate the play equipment from the sports fields and to provide some shelter from the sun and wind.
(2) consider placing some benches in the shelter of the school building, providing a seating area.
(3) consider landscaping the grounds in front of the school.
(4) consider constructing more benches close to backstops of ball diamonds.

Community Hall

LOCATION - 49 Avenue and 49 Street.

SITE AREA - 0.1 ha (0.3 ac).

RECOMMENDATIONS
(1) paint and maintain building.
(2) landscape grounds creating a play area for small children and a sitting area for adults.

Municipal Park Reserve

LOCATION - north of 52 Avenue, between 50 Street and 52 Street.

SITE AREA - 1.0 ha (2.4 ac).

RECOMMENDATIONS
(1) continue landscaping.
(2) develop playground facilities for preschool and elementary school children.
(3) develop sitting area.
(4) improve access to the park.

Lions Park and Playground (proposed)

LOCATION - 48 Avenue, east of 47 Street.

SITE AREA - 1.2 ha (3.1 ac).

RECOMMENDATIONS
(1) landscape, for shade, shelter from winds, aesthetics, privacy, buffering and, if necessary, separation of the area into smaller units (e.g. a tot play area, a playground for elementary children, a seating/socializing area for adults).
(2) retain existing trees and shrubs wherever possible.

continued...

TABLE 6, continued

PUBLIC AND SEMI-PUBLIC LAND, continued

Lions Park and Playground (proposed), continued

RECOMMENDATIONS continued	(3) develop preschool play equipment to provide playspace for very young children in southeast Legal.
	(4) include a seating area with comfortable benches and litter receptacles, to encourage adults to supervise their children.
	(5) consider the development of a small, family picnic area.
	(6) preserve Legal Creek as a natural area with the possibility of developing a walking trail (with rest areas) to link the park with other park and recreation areas along the Creek.
	(7) consider nightlighting to allow longer daily use of the park/playground.

Municipal Reserve Parcel

LOCATION	- at the east end of 49 Avenue, north of the water reservoir and treatment plant.
SITE	- 0.7 ha (1.8 ac)
RECOMMENDATIONS	(1) future development of a walking/skiing trail along Legal Creek could include this parcel.
	(2) if a walking trail is developed, landscaping should be considered.

Municipal Reserve Parcel

LOCATION	- at the east end of 49 Avenue, west of the water reservoir and treatment plant.
SITE	- 0.8 ha (2.1 ac)
RECOMMENDATIONS	(1) future development of a walking/skiing trail along Legal Creek could include this parcel.
	(2) if a walking trail is developed, landscaping should be considered.

Municipal Reserve Parcel

LOCATION	- 48 Avenue and 54 Street.
SITE	- 0.3 ha (0.8 ac)
RECOMMENDATION	(1) because of its location in a light industrial area, there is little likelihood of the reserve being developed for park or recreation; however, if an industrial park is developed, the reserve parcel might be used for active (tennis courts) or passive (seating area, landscaping) recreation.

continued...

TABLE 6, continued

PRIVATE LAND

Legal Lions Mini-Park

LOCATION	- 50 Avenue, between 48 Street and 49 Street.
SITE	- 93 sq. m. (1,000 sq. ft.).
RECOMMENDATIONS	(1) upgrade and maintain existing landscaping and facilities.
	(2) add one or more litter receptacles.

Seniors Park

LOCATION	- east of Club 60 Roses building on 46 Street.
SITE AREA	- 0.2 ha (0.5 ac) (estimated).
RECOMMENDATIONS	(1) maintain the park as a passive recreation area for seniors because of its excellent location with respect to the Club 60 Roses building and the Chateau Sturgeon Senior Citizens Home.
	(2) consider an attractive identification sign.

O'Meara Rehabilitation Centre Grounds

LOCATION	- 46 Street and 51 Avenue.
SITE AREA	- 0.7 ha (1.8 ac).
RECOMMENDATION	(1) encourage the Centre to continue maintaining attractive grounds.

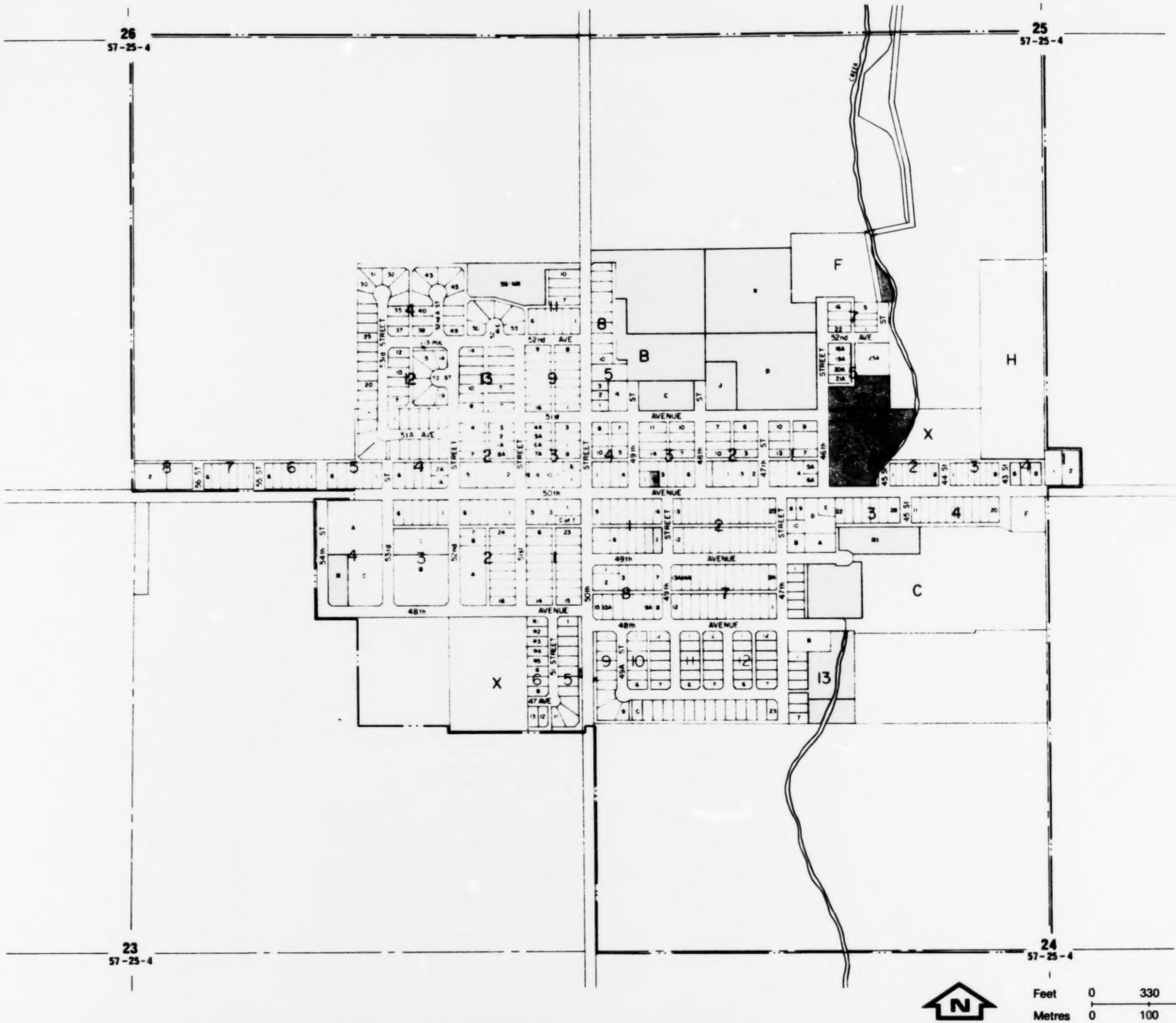
St. Emile Church and Rectory Grounds

LOCATION	- 50 Avenue and 46 Street.
SITE AREA	- 2.6 ha (6.5 ac) including church and rectory.
RECOMMENDATIONS	(1) continue to encourage maintenance of the grounds.
	(2) if Legal Creek is developed as a walking trail, encourage the church to allow access to church property adjacent to the stream.

SOURCE: Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Public Services; E.M.R.P.C., Edmonton, Alberta, October, 1982.

Figure 4

PARKS and OPEN SPACE



Public Land
Private Land

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FUTURE URBAN DEVELOPMENT

FUTURE URBAN DEVELOPMENT

The community survey indicated that the Village should strive to maintain those characteristics that originally attracted new residents and attempt to minimize some of the disadvantages inherent in growth. More specifically, the survey results indicated that plan policies should include measures to: maintain those small community attributes which people desire; and encourage affordable housing.

Legal is a relatively stable community. The majority of households (65.1 percent) have been in Legal for more than five years. Moreover, 91.3 percent of all households indicated they were likely to remain in Legal for the next twelve months. This stability results in a familiarity with the Village and fosters the development of social relations.

Community satisfaction was also found to be high in Legal. Almost 90 percent of all households indicated they were satisfied with their neighbourhood as a place to live. The quality of the residential environment may however be adversely affected by future growth and development. Potential problem areas could arise, such as the undesirable effects of increased traffic and noise, inadequate public facilities, the intrusion of commercial and industrial land uses into residential areas, and, the design and distribution of multiple housing.

When asked to state the ideal population in five years, the majority of the respondents (90.2 percent), realizing growth is inevitable, anticipated an increase in population. Generally, the figure predicted by the residents was much higher than that projected for 1987 and the majority predicted a larger population in five years than is expected in twenty-five years.

In addition, opinions were requested on the benefits and disadvantages arising from growth. Growth was felt to be of benefit for businesses, to increase property values and to increase the level of service. Negatively, its impacts were considered to be an increase in crime, a loss of privacy and an increased number of strangers. Generally, growth is favoured for financial reasons and is not favoured for its effect on community lifestyle.

One method of addressing these potential problem areas is to place considerable emphasis on neighbourhood design in the preparation and review of plans and development proposals. This emphasis will require the preparation of appropriate design policies and guidelines.

The calculation of the land required for residential, commercial, industrial and community facilities has been based on the population projection of 2,100 persons by the year 2006. Figure 5 - Future Urban Form illustrates desired future urban land uses.

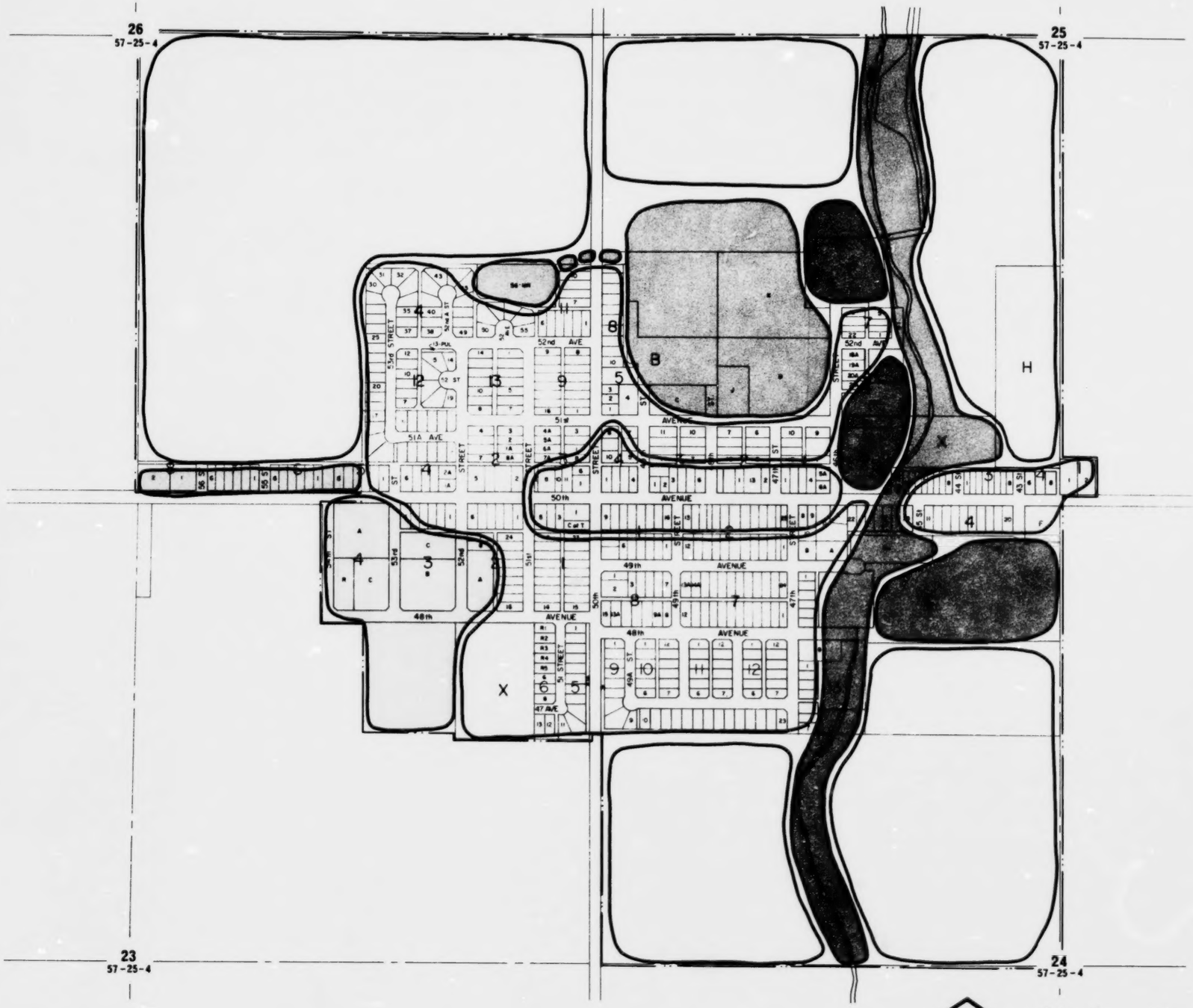

Figure 5

FUTURE URBAN FORM

- Residential
- Commercial
- Highway Commercial
- Light Industrial
- Public / Semi-Public
- Open Space / Education Facilities
- Park Connection
- Urban Reserve

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Policies

To ensure development occurs in an orderly, efficient manner in locations which are best suited to such land uses and which provide a high quality environment for the residents of Legal:

1. *The Village will reserve Legal Creek for open space uses and should ensure dedication of the area as environmental reserve land when subdivision occurs in the vicinity of the creek.*

2. *The Village will seek to accommodate future population growth and economic activities by ensuring a sufficient supply of suitably located and serviced land to meet anticipated needs.*

3. *The Village will encourage the development of currently vacant residential lots.*

4. *The Village will accommodate commercial sector growth within the existing central business district and the vehicle oriented commercial land use category.*

5. *The Village will encourage the development of appropriate community facilities within new residential areas.*

6. *The Village will encourage industrial development to locate in the industrial areas.*

7. *The Village may encourage the gradual relocation of industries and commercial uses requiring extensive storage areas to the industrial area as suitable sites become available.*

8. *All future development will be staged to ensure the orderly extension of water and sewer lines, utilities, roadways and park systems.*

9. *The Village will not allow a successive stage of subdivision until the majority of lots in any previous stages have been issued building permits or unless the developer can clearly demonstrate that the lots in a successive stage would not remain undeveloped for an extended period of time.*

10. *The Village will endeavour to ensure that the size of each stage of residential development will be large enough to offer a variety of housing projects and to meet anticipated residential demands.*

11. *The Village will ensure that all amenities, such as parks, landscaping or recreation facilities, be phased in along with the construction of the dwelling units.*

12. *The Village will review the growth rate and staging of development on an annual basis and modifications will be made if necessary.*

13. *The Village will encourage the provision of a comprehensive pedestrian walkway system throughout each neighbourhood to stimulate social interaction and to promote a sense of community belonging.*

14. *All new building and site design within the Village shall have regard for the scale and character of the surrounding area.*

15. *All new developments shall make the best use of any unique natural features present on the site. On sites with limited natural features, the developer should introduce berms and trees to contribute to the identity and visual quality of the neighbourhood.*

16. *The Village will adopt the neighbourhood as the basic planning unit.*

17. *The Village will continue to require the preparation of an outline plan or area structure plan prior to major subdivision, in accordance with the procedures and information requirements outlined by the Village.*

    An area structure plan/outline plan should contain the following:

    (a) a design showing the location of proposed land uses, roadway networks, parkland and adjacent uses;

    (b) an assessment of the major constraints affecting development and how these constraints would be treated;

    (c) engineering studies concerning the proposed method of utility servicing;

    (d) proposed phasing of subdivision;

    (e) information on overall population density generated and residential units per net hectare; and

    (f) such other information as is deemed necessary by the Village.

    An area structure plan not intended to be legally enacted by the Village may be "accepted in principle" rather than adopted by bylaw.

18. *The Village shall continue to use the Village of Legal Land Use Bylaw to promote orderly development and to continually revise this document to ensure that it meets the changing needs of the Village.*

Residential

Two objectives directly relate to residential design and development. These are: to provide suitable types of housing to meet varying space requirements, economic circumstances and aspirations, and ensure a good standard of housing; and to establish development principles and design guidelines which provide a safe, quiet, convenient and attractive residential environment.

The current housing stock consists predominantly of single detached dwellings and, in the short-term, growth will be primarily dependent on the in-migration of a commuter-type population. The residents have shown that the major reasons for moving to Legal were the small-town attributes and the lower cost of housing. Thus the Village should retain its low density character, with the majority of the new housing developed to suit the needs of this in-migrant population.

There are 143 vacant, serviced lots within the single family land use category (R-IA) which could accommodate an additional 430 persons if the lots were developed with an average occupancy rate of 3.0 persons per unit. This estimate does not include the occupancy of the existing unoccupied houses. Therefore, the current serviced lot supply will be adequate for approximately 10 to 15 years, depending on the growth rate.

Development of new residential areas must proceed prior to the development of all the existing lots in order to provide a continuous supply of lots and to maintain a competitive market. However, to avoid an oversupply of serviced land, the housing situation should be monitored to determine the need, rate and location of future development.

In order to estimate the total number of units which could be developed in the Urban Reserve areas, it was assumed that the future housing mix, housing density, and occupancy rate would be similar to the present situation. Any changes in the assumptions would modify the number of units that could be developed and the population that would result.

The present housing density for single family detached dwellings in Legal is approximately 25 persons per gross hectare (10 persons per gross acre). Approximately 108 gross hectares (270 gross acres) of the Urban Reserve land could potentially be developed for residential use, resulting in a total additional population of 2,700 persons. Therefore, within the municipal boundaries, there is a potential population capacity of 4,172 persons which includes the existing population and the population resulting from the development of existing vacant lots and the Urban Reserve.

This potential population is far in excess of the projected population for Legal in the year 2006.

In an effort to maintain the single family orientation and the compact form of the community, additional residential development should proceed on the neighbourhood concept, with the school and recreational facilities being centrally located. New development should tie into the existing community as much as possible to avoid the feeling of isolation on the part of the new residents. The central business district should continue to be the central focus of the community.

Density in terms of population per gross hectare is useful to establish the relationship between population and level of services. The projected age, household size and composition of the population should be considered in the planning of appropriate services. Density in terms of units per net or gross

hectare provides an indication of the type, form and spacing of the housing units. Both types of density range should be provided at the Area Structure Plan stage.

In order to maintain the existing compact form of the community the following stages and locations of growth are suggested and are shown on Figure 6 - Phases of Residential Development.

(1) North of Citadel Park and west of Legal Creek, to maintain the central location of the school,

(2) Either south of 47 Avenue, west of the creek or north of 52 Avenue, west of 50 Street to maintain form, maintain competition and minimize excessive servicing and development costs,

(3) Either east of Legal Creek, south of the water reservoirs, or east of Legal Creek north of the cemetery. Both areas will require additional development costs due to utility and transportation systems, and

(4) Northwest corner, however due to topography, additional costs will be incurred for sanitary and stormwater systems.

Policies

To ensure the development of suitable types of housing to meet the needs of existing and prospective residents, and to provide a variety of high quality housing and a high standard of site and residential design for all future development and redevelopment:

1. *The Village, in cooperation with private developers and/or other government agencies, will endeavour to:*

   (a) *provide a variety of housing types, and a range of dwelling and lot sizes so as to meet the socio-economic needs of existing and prospective residents;*

   (b) *ensure that there is an adequate supply of rental accommodation;*

   (c) *continue to provide senior citizen housing according to local requirements, and encourage the location of senior citizen housing on sites which best meet the special needs of the elderly; and*

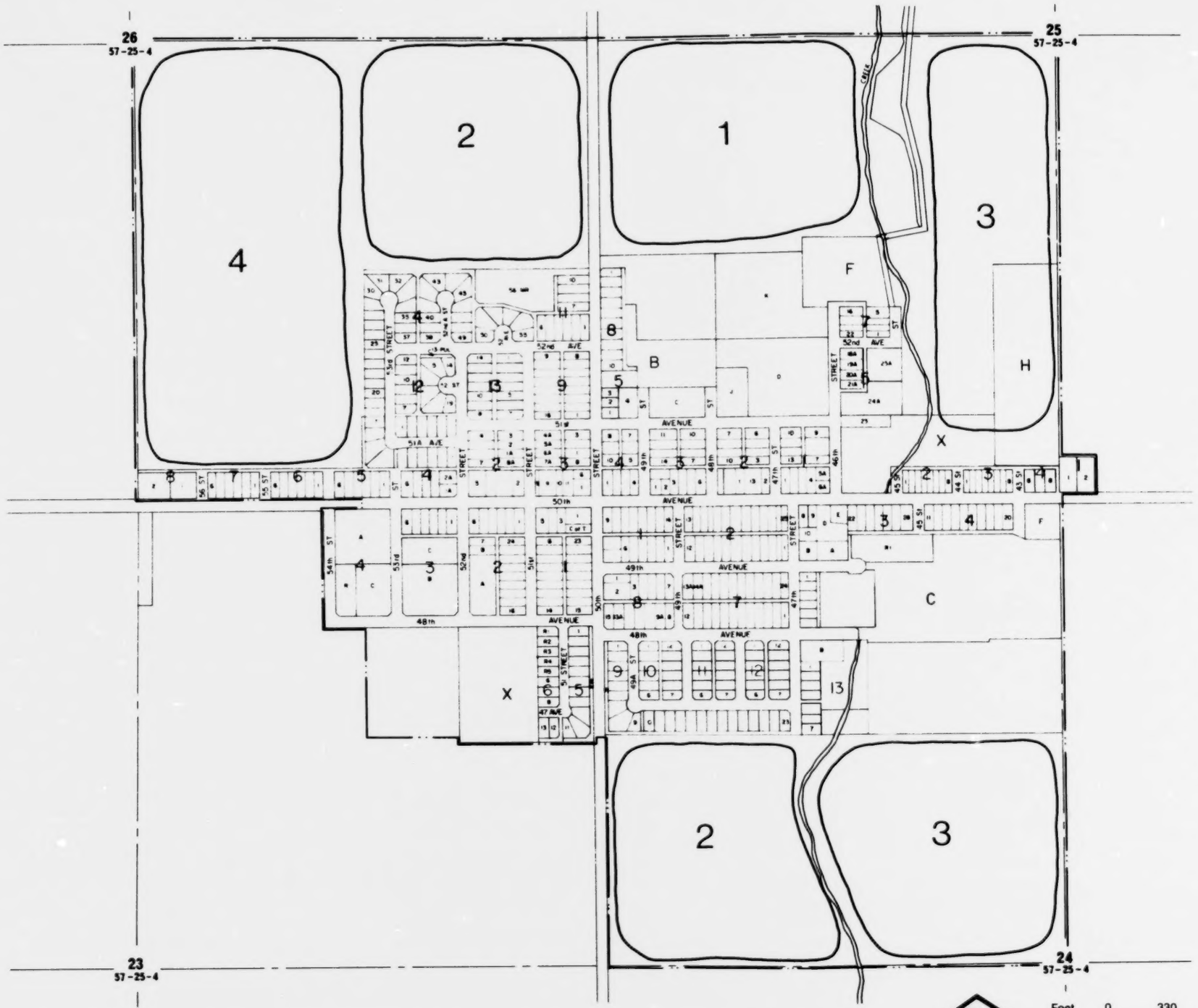
   (d) *investigate the need for government assisted housing programs.*

2. *Single detached dwellings should be the predominant housing type in new residential areas, however alternative housing forms could also be provided.*

   (a) *The average density in new residential areas should be a maximum of 40 persons per gross hectare (16 persons per gross acre). This*

Figure 6

PHASES of RESIDENTIAL DEVELOPMENT



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provides enough flexibility to allow development primarily based on single family dwellings while permitting development of a proportion of multiple family units in selected areas.

(b) The exact proportion of housing types can best be determined by the specific site design and market demand existing at the time of subdivision.

3. The Village will ensure compatible relationships between different housing types and densities in new residential areas by:

(a) avoiding significant differences in density by ensuring a gradual transition in housing form or through the use of buffering;

(b) creating homogeneous sub-neighbourhood units;

(c) limiting the size of parcels and length of street frontage used for multiple unit residential development; and

(d) encouraging apartment developments to locate at the periphery of neighbourhoods, and in appropriate locations as stated in subsequent policies.

4. The following guidelines are intended to be used as a basis for multiple family housing development:

(a) multiple family dwellings should be located in convenient proximity to major community facilities, transportation routes, public transit, schools, recreation areas and/or commercial areas;

(b) innovative multiple family housing schemes will be encouraged where it has been illustrated that they will be attractive enough in design and price to warrant the relaxation of conventional standards;

(c) each multiple family site must contain an adequate amenity area of a type needed to serve the specific density, location and type of development;

(d) multiple family sites should be served by a separate residential and/or collector road with direct access to the major road system; and

(e) the site requirements and other provisions relating to multiple family developments established in the Land Use Bylaw should be strictly enforced and considered to be the minimum acceptable standards.

5. The Village shall control the number, extent, and location of smaller lots which have reduced frontages less than 16 m (52.5 ft) and an area of less than 544 m^2 (5854 sq. ft).

(a) *In determining the number and extent of small lots to allow, the Village shall consider the following in making a decision:*

(i) *cost reduction over conventional sized lots in the Village, and selling price to the consumer;*

(ii) *current inventory and apparent marketability of small lots;*

(iii) *aesthetic appearance and design of small lot neighbourhoods;*

(iv) *impact of small lot neighbourhoods on traffic, parking, demand for public services, park and recreational facility use;*

(v) *success of small lots in other communities in the province; and*

(vi) *any other factors considered necessary by the Village.*

(b) *Small lots may be integrated into new predominantly single family residential neighbourhoods, but should be separated through the use of cul-de-sacs or clusters or in separate or distinct sections of existing neighbourhoods in order to protect established areas from change.*

6. *In the review of plans and subdivision proposals, the Village should give consideration to:*

(a) *the design of more energy efficient subdivisions using such techniques as increased use of south oriented dwelling units to maximize exposure to the sun and careful siting of landscaping to maximize winter sunlight and summer shade;*

(b) *the use of architectural control on major developments;*

(c) *the development of various focal points in residential areas in order to encourage community cohesion and interaction; and*

(d) *the variation of residential front yard setbacks to offer a potentially more interesting streetscape, while reinforcing the rear yard as the prime outdoor area for individual residential dwellings.*

7. *The areas designated for future residential development, are intended for residential use but have not undergone any formal subdivision application. Therefore, the following regulations shall apply to these areas:*

(a) *It is intended that these lands shall remain in agricultural use, subject to:*

(i) *no intensive livestock operations being permitted in these areas, and*

(ii) *no more than one single-family dwelling being allowed on each parcel of land subject to Section 76 of the Planning Act, R.S.A.*

8. *Areas designated for future development or redevelopment may be subdivided and developed for future residential use provided the Village is satisfied that this expansion:*

(a) *would be a logical and contiguous extension of existing developed land;*

(b) *would not force the Village or the developer into premature extensions of roadways and utilities or require future residents to travel long distances to schools, parks or community facilities; and*

(c) *is necessary to meet projected residential demands as demonstrated by the developer, based on an analysis of historical and predicted residential lot absorption figures.*

Commercial

Community survey results reveal that Legal residents favour shopping in Edmonton and St. Albert for higher order goods and services, and shop locally for lower order goods. Given the projected population for the year 2006, this trend is likely to continue because the population would be unable to support higher order goods stores.

There are currently 4.41 net hectares of land in the commercial land use categories. Legal is projected to require between 2.7 ha and 2.9 ha if it retains its dormitory function and between 3.3 ha and 3.6 ha if it attracts industrial development.

At current commercial density rates, Legal has sufficient land within the Central Business District (C-1) and Vehicle-Oriented (C-3) land use categories to satisfy future needs, provided existing non-commercial uses within the districts are converted or redeveloped to commercial use.

If industrial activity increases substantially or the non-commercial uses remain, additional land or an increase in the density of development will be required.

If additional commercial land is required, it should be provided immediately adjacent to the existing C-1 and C-3 districts to maintain the focus on the downtown. Such an expansion would involve amendment to the Land Use Bylaw.

The second alternative, increasing the density of development, is more realistic. As buildings are constructed it is likely that, to be cost efficient, an increase in the development density will occur or alternatively the developer could be encouraged to increase the density. For example, recent construction in Legal has been developed at a higher density than the present average. If a higher development density than the present average was considered necessary or encouraged, a smaller amount of land would be consumed.

If the existing downtown is to remain as the main commercial district, neighbourhood commercial developments should be discouraged. Vehicle-oriented commercial establishments should be encouraged to locate in the C-3 or Light Industrial (M-1) categories situated on 50 Avenue at the west entrance to the Village.

Policies

To ensure the development of the downtown as a strong and aesthetically pleasing commercial area, and to encourage the continuing development of a full range of commercial activities:

1. *The Village will encourage the infilling of the 50 Avenue Central Business District (C-1) with new retail and service commercial development.*

2. *The Village should reaffirm its commitment to the preservation of the present downtown as the primary commercial and business area of the municipality.*

3. *The Village should ensure that there is a sufficient amount of potentially developable land for new commercial development.*

4. *The Village should encourage and support programs to improve the visual image of the downtown.*

5. *The Village will encourage higher density housing within the downtown area, in conjunction with commercial and office development, where adequate parking facilities can be provided.*

Industrial

It is unlikely that Legal will be able to attract any substantial industries due to its distance from the primary highway and the rail line. Future development will probably see the expansion and diversification of existing industries catering to agriculture.

The present supply of land will be sufficient for the near future and any significant change in industrial activity may necessitate the development of additional land.

Although ten hectares (twenty-five acres) of land were allocated for light industrial purposes in a 1979 annexation application, this designation does not have legal status, and until such time as expansion is required, the land should remain in the Urban Reserve category. In addition, the land is too close to existing residential development. A more suitable location would be immediately west of the present industrial land, south of 50 Avenue. Although this would require the land to be annexed, it may be argued that, from the point of view of reducing conflict with the existing land use, the annexation would be desirable.

One avenue open to Legal would be to encourage the M.D. of Sturgeon to develop industrial land at the junction of Secondary Highway 651 and the railway. In this way Legal may be able to benefit from the development of businesses secondary to those in the M.D. of Sturgeon and also as a place of residence for the employees.

Policies

To promote future industrial development for the purposes of increasing local employment opportunities and strengthening the Village's tax base:

1. *The Village will continue to seek assistance from local industries, business groups and the Provincial Government to determine which potential industrial enterprises could successfully locate in Legal and to promote the industrial development advantage of the Village.*

2. *The Village will encourage the development of high quality industrial parks with proper standards of industrial subdivision and site design.*

3. *The Village should not permit noxious and unaesthetic industrial uses to locate in close proximity to residential and open space areas.*

4. *The Village should ensure that industrial development in the industrial area adjacent to the west entrance of the municipality is of the highest quality.*

Community Facilities

According to generally accepted standards, the Village has an adequate amount of open space to meet the needs of the population which could reside with the presently developed area. The common planning standard is 4.0 ha (10.0 ac) of open space per 1,000 population. Legal has 10.7 ha (26.5 ac) of developed public space. However, quantity of open space is generally of lesser importance in attracting and satisfying users than quality, type and location.

There are few published standards relating community size to required park and recreation facilities. However, in the background report entitled "Public Services", information regarding parks and recreation facilities standards is provided. At Legal's 1982 population level of 1,042 persons, the Village has most of the recreational facilities that are recommended for a larger community, with the exception of one bowling lane, a billiard table, walking trails and tot lots.

Although the Village does not need additional parks and recreational facilities, new subdivisions will provide the required ten percent municipal reserve dedication. These reserves should be located to provide local playgrounds emphasizing play areas for preschool and elementary grade children.

Future municipal reserve should be incorporated with the environmental reserve required along Legal Creek or should incorporate a connection between the creek and the reserve. Presently, several reserve parcels or other institutional uses are located along the creek, and future municipal reserve should be located to provide a continuous trail system. See Figure 5 - Future Urban Form.

Citadel Park should remain as a major recreational centre because of its ideal location in the centre of existing and future residential areas. In addition, a depleted coal mining operation underlies the north portion of the park. The excavations are still subsiding, causing some surface depressions to occur. As detailed tests will be necessary to define the extent of the coal workings, an open space use would be most compatible with this soil condition.

Policies

To ensure the provision of parks and open space development to meet the recreation needs of the different age groups comprising Legal's population:

1. *The Village should monitor the changing recreational needs of the community and provide facilities in keeping with its population level.*

2. *The Village should continue to encourage joint use of school and municipal open space and facilities.*

3. *The Village should provide proper maintenance and repair of parks and recreational facilities.*

4. *The Village should consider the development of the following parks and recreation facilities:*

   (a) tot lots - designed specifically for preschool children (0 - 5 years).
   - suitable locations - Citadel Park, proposed Lions Park, municipal reserve in northwest, Community Hall site;

(b) passive recreation areas with benches, tables and landscaping in all playgrounds;

(c) picnic area with tables, barbecues and drinking water; suitable location - proposed Lions Park; and

(d) walking trail - developed along Legal Creek.

5. *The Village should ensure that all parks are easily accessible to the population they are intended to serve and that this access is clearly defined and visible to the public.*

6. *The Village should endeavour to preserve existing trees in parks and areas designated as park reserve.*

Transportation

In order to facilitate the movement of through traffic into and out of the Village as efficiently as possible, and the safe and unimpeded movement of people and goods between land use areas, the development of a road classification system is recommended. The three levels of roadway designs included in the system differ in function, volume of traffic and access allowed from the roadway. The system includes the following types of roads:

(a) Arterial Roads - designed to carry medium to high levels of traffic volume over a right-of-way between 30.5 m - 55.6 m (100 ft. to 180 ft.) in width. These roads should be considered truck routes.

(b) Collector Roads - designed to carry medium levels of traffic volume between arterial roads and local roads and to serve secondary traffic generators such as schools and parks. The right-of-way should be approximately 24 m (79 ft.).

(c) Local Roads - designed to carry low levels of traffic volume and to provide access to individual parcels of lands over a right-of-way approximately 18 m (59 ft.) wide.

This hierarchy of streets has the advantage of eliminating through traffic from most local residential areas.

Policies

To provide an efficient transportation system and to ensure all roadways provide easy access and egress throughout the Village:

1. *New streets and subdivisions should be planned to minimize through traffic in residential areas and no residential frontage should be permitted on arterial roads unless a service roadway, adequate setbacks and/or buffering are provided.*

2. *The Village should ensure that parking facilities are distributed throughout the downtown area and that on and off-site parking is well maintained on an ongoing basis.*

3. *Traffic and pedestrian control shall be provided as required through signals, lane markings, crosswalk signage and/or other appropriate control devices.*

Utility Servicing

Legal's waterworks, sanitary sewer, and stormwater drainage systems will be adequate for the next ten to fifteen years depending on the growth rate. However, any significant departure from the anticipated growth rate or in government policy concerning utility servicing will require changes and improvements to the present systems.

Policies

To provide the necessary utility system to accommodate growth, and to regulate the installation and development of municipal servicing to conform with the Village's land development:

1. *The utility systems shall be upgraded and expanded in accordance with long term utility servicing plans and as needs dictate.*

2. *The Village shall not permit premature installation of municipal services that would adversely affect the desired sequence of development.*

MUNICIPAL SERVICES

MUNICIPAL SERVICES

Police Protection

The Village of Legal receives police protection from the rural detail of the Morinville Royal Canadian Mounted Police (R.C.M.P.) detachment. The Highway Patrol unit of this detachment patrols Highway 2 west of the Village. Although no specific number of officers are assigned to Legal, the community is patrolled on a regular basis and officers respond to specific complaints forwarded by the community. Bilingual officers are frequently sent to answer complaints from the Village. Neighbourhood Watch and Block Parent programs are in effect in the Village.

The Community Survey revealed some dissatisfaction with policing which centered around a perceived lack of police presence and was expressed as a desire for more patrolling or for a local police detachment.

In conclusion, while the majority of Legal's residents do feel safe in their community, certain annoyances, such as irresponsible driving and the behaviour of the younger residents, do exist. Therefore, increased police presence would increase the feeling of overall security while discouraging juvenile offenses.

Under present legislation, Alberta communities with a population over 1500 are required to have municipal policing. A proposal before the Provincial Cabinet to increase the minimum population level to 5000 has been shelved pending the completion of a study by the Solicitor General's Department.

Given the legal requirements, several options are possible:

Firstly, if the present law is retained two courses of action are possible when Legal's population approaches 1500.

(1) The Village could apply to the R.C.M.P. to have a municipal detachment located in the Village. However, there is no guarantee that the request will be granted because the Federal Government may financially be unable to subsidize all required detachments.

(2) The Village may establish its own municipal police force, which would be entirely funded by and under the direction of the Village. In the event of a request for a R.C.M.P. detachment for the Village being denied, the Village would have no recourse but to establish its own municipal police force.

Secondly, if the proposal to change the minimum population to 5000 is adopted, the Village may be content to continue to receive policing from the Morinville R.C.M.P. detachment until such time as it reaches a population of 5000 or public sentiment demands municipal policing.

For the present, a R.C.M.P. detachment is not required under Provincial law, a future detachment is dependent upon Village population growth and changes in Provincial legislation, and a municipal police force would be financially impossible for the Village.

Although it may meet with limited success, the Village may make representation to the R.C.M.P. detachment in Morinville for more frequent patrolling. In addition, a program may be undertaken to increase local awareness of the low incidence of crime. Preventive measures, such as increased parental supervision of teenagers to reduce the occurrence of juvenile offenses, could also be taken. Furthermore, by increasing the availability of alternate recreational activities for this group, the problem may be reduced.

Policies

To ensure that the Village of Legal provides adequate police protection for its residents:

1. *The Village shall continue to cooperate with the R.C.M.P. detachment in Morinville which is responsible for policing Legal.*

2. *The Village should encourage the R.C.M.P. to provide more patrolling in Legal and to establish a higher profile in the community.*

3. *The Village, with the cooperation of the R.C.M.P., should foster an awareness of the presence or absence of crime in Legal and encourage a preventive attitude among Village residents.*

4. *The Village shall comply with Provincial law by providing local policing when the Village reaches the required population level.*

Fire Protection

The Village of Legal Fire Department is overseen by a volunteer Fire Chief who is responsible to Village Council. The two bay fire hall is located adjacent to the Village office on 50th Street.

A written mutual aid agreement for firefighting purposes exists with the M.D. of Sturgeon. Under the terms of the agreement the Village is responsible for providing manpower and housing for the M.D. of Sturgeon pumper in return for the use of the pumper for Village fires. Additionally, there are verbal agreements for assistance with the fire chiefs in Morinville and Bon Accord, in the event of a major fire.

There are two pumpers housed in the fire hall, one owned by the Village and the other by the M.D. of Sturgeon. The M.D. of Sturgeon unit is used primarily for fires in the district and as a back-up unit for the Village. A Village-owned van is used by the Fire Department for M.D. of Sturgeon fires.

In the community survey, the majority of respondents expressed some degree of satisfaction with fire protection. When asked to suggest improvements to fire protection, the most frequent suggestions of those who did respond were for better trained personnel, better equipment and public education.

Firefighting equipment and manpower requirements are related to the maximum size and intensity of a fire that could be anticipated within a community, based upon the types of construction (residential, commercial and industrial). The type of construction in turn is related to the pumping capacity in litres per second (gallons per minute) that would be required to extinguish the fire.

In a report submitted to the Village in December 1981, W.L. Wardrop & Associates Ltd. concluded that the existing water distribution system is incapable of meeting maximum fire flow volumes and pressures required for present and future needs. In order to alleviate the deficiencies, the report recommends the pump controls in the water distribution system be changed to increase water pressure as a temporary measure and abandonment of the water tower and replacement with a new storage reservoir and pump station as a long term solution. Further, it is recommended that new mains be installed in the distribution system along with six additional fire hydrants.

The available pumpers are deficient in pumping capacity for the present construction and if light industry were to locate within the Village, the pumping capacity requirement would increase. The present deficiency could be reduced or eliminated by replacing the Village pumper with a larger pumper. If light industry were to develop in Legal, a third pumper would be required.

Purchase of a new pumper vehicle should be timed to coincide with improvements to the water distribution system, as there is no need to have pumper vehicle capacity that exceeds the fire flow capacity of the water distribution system.

As future physical growth of the Village will be contiguous to existing development, the central location of the existing fire hall should serve future growth well. Thus the present fire hall should be retained. If, however, light industry locates within the Village and a third pumper vehicle is required, a third bay would have to be added to the existing hall. If it is not possible to enlarge the existing fire hall, a new fire hall would have to be constructed in a central location.

Four men per pumper company is the minimum number of men to provide effective fire protection and three volunteers are considered to be the equivalent of one full-time firefighter, as the response of any one volunteer cannot be assured. Therefore Legal requires an assured response of eight men. The Legal Fire Department presently has seventeen volunteers, including the Fire Chief, and an average response of seven to eight men during the day and fifteen at night. Given the lower than required response during summer months and the marginally adequate day response during the remainder of the year, a small increase in the number of volunteers would be justified.

Policies

To ensure that the Village of Legal provides the necessary fire protection service to the residents:

1. *The Legal Fire Department should continue to provide service to the Village in a manner that will ensure a continued high rate of satisfaction among Village residents.*

2. *The Village should proceed with the major recommendations of W.L. Wardrop & Associates Ltd., as stated in the Village of Legal Water Distribution Study, December 1981 and listed below:*

   (a) change pump controls in the water distribution system as a temporary measure to increase water pressure;

   (b) abandon the water tower and replace it with a larger storage reservoir and pump station; and

   (c) install larger mains in the water distribution system along with six new fire hydrants.

3. *Coincident with improvements to the water distribution system, the Village should replace the existing Village pumper vehicle with a pumper of higher capacity such as a 80 lps (1050 gpm) pumper.*

4. *The Legal Fire Department should recruit additional volunteer firefighters so that the minimum response per fire call is not less than four volunteers per pumper vehicle.*

5. *If light industry locates within Legal, the Village should obtain another pumper vehicle and correspondingly increase the size of its volunteer firefighting force.*

Health and Social Services

The Legal Ambulance Service consists of one ambulance vehicle, based in Legal, and eleven members from the fire department. The service area is generally considered to be the Village of Legal and the surrounding area within thirteen kilometer (nine mile) radius. Although the staff is volunteer, patients are charged a fee for maintenance and upkeep of the ambulance vehicle.

The Sturgeon Health Unit provides a wide variety of health services to the Village of Legal, including immunization clinics, preschool clinics, home care programs, including the home care nurse and a bath aide assistant and public health inspection. For other services, Legal residents visit one of the surrounding sub-offices: Westlock or Morinville for prenatal classes; St. Albert for speech therapy; and Westlock or St. Albert for the dental programs.

The Associate Medical Clinic has offices in St. Albert, Morinville and Legal. Three doctors visit Legal each week, and clinic hours are 8:30 a.m. to 4:30 p.m., Tuesday and Thursday.

The Chateau Sturgeon Senior Citizens' Home is a senior citizens lodge, funded by the Sturgeon Foundation, and which provides individual rooms for seniors not requiring extensive or continuous nursing care. A major problem is the lack of recreation facilities and opportunities in the lodge. Recreation facilities (sewing, pool tables, card tables, shuffleboard) in the nearby Club 60 Roses building are available to seniors from the lodge and adjacent to the clubhouse is a small, attractive passive park. Club 60 Roses is an organization for senior citizens in the Village of Legal.

The O'Meara Rehabilitation Centre, although located in the Village of Legal, is operated by a private agency and funded by Alberta Social Services and the Alberta Alcoholism and Drug Abuse Commission (AADAC). The centre, as part of its function as a rehabilitation centre for victims of alcohol and drug addiction, offers programs in "life skills" - programs designed to help the residents cope with every day life and job situations. Residents come from all over Alberta and, to a much lesser extent, the Yukon. As of September 1982, there were approximately 73 residents.

Ambulance service is generally thought to be adequate by the majority of the residents and qualified personnel and increased public awareness were suggested to improve the service. There appears to be a lack of information about the ambulance service in general and the telephone number in particular.

The community survey results indicated a low level of social service use and those services requested are provided by the Sturgeon Health Unit or Alberta Social Services and Community Health. There is a lack of information and public awareness concerning availability, rather than a lack of programs and services.

Day care facilities would be used on a full-time basis by 5.8 percent of the parents and on a part-time basis by 12.2 percent of the parents. Private residence(s), the church and school were the most commonly suggested locations.

It would appear that the quality and/or quantity of social services are not considered to be an area of local concern.

Policies

To provide a variety of health and social services which will meet the growing needs of the population:

1. *The Village shall continue to work with the Sturgeon Health Unit and Alberta Social Services and Community Health to provide health and social services to meet the needs of Legal's residents.*

2. *The Village shall endeavour to monitor population size and characteristics, with respect to health and social service requirements; this information may be updated and forwarded on a regular basis to the Sturgeon Health Unit and Alberta Social Services.*

3. *The Village shall endeavour to increase public awareness of the health and social services available to Legal residents.*

The following are possible methods:

(a) a list of health and social services available, either in Legal or at various sub-offices, could be posted in such public places as the Village Office, the Post Office, banks, the Recreation Centre and the community hall;

(b) cards with emergency numbers (police, fire, ambulance) could be distributed to all residents to place beside their telephones; such cards could also be permanently posted in all public telephone booths;

(c) a telephone number for the Legal Ambulance Service could be included in the telephone directory;

(d) where a welcome wagon program is in effect, an information booklet from the Sturgeon Health Unit could be included in the materials and gifts offered to new residents; and

(e) information brochures for parents could be handed out in school and playschool.

4. *The Village may wish to discuss, with the medical staff of the Associate Medical Clinic in Legal, possible changes in the hours of operation.*

5. *The Village may wish to consider initiating, or encouraging a local organization to initiate, one or more assistance programs specifically for senior citizens.*

Such programs may include:

(a) house and/or yard maintenance assistance (house painting, lawn cutting, snow removal);

(b) meals-on-wheels;

(c) regular visits for reading, talking, playing cards;

(d) seniors' transportation on a regular or demand basis;

(e) grocery shopping trips;

(f) a check-up program for seniors living on their own; and

(g) an entertainment program for the senior citizens' lodge.

6. *The Village may wish to assess existing and future demand for day care and/or afterschool care as well as consider possible means of meeting those demands.*

7. *The Village shall continue to support the Legal Ambulance Service.*

8. *The Village may eventually wish to consider hiring one or more permanent staff members for the ambulance service.*

Recreation Facilities

The Legal Recreation Board and the Sturgeon Regional Recreation Council are the major organizational bodies administering recreational facilities and programs within the Village. The Recreation Board is responsible to Village Council and consists of five members with two members from the Lions Club of Legal, one from the Knights of Columbus, one from Village Council and one member at large. The primary functions of the Recreation Board are to operate Village owned recreational facilities, in particular the Arena, and to organize the annual summer festival, Fete au Village.

The primary role of the S.R.R.C. within Legal is to organize recreational programming and assist with Provincial grant applications. Programs offered include gymnastics, oil painting, cooking, mixology, dancing, preschool activities, and crafts.

Service organizations that play a role in recreation in the Village include the Lions and Lionesses, who organize boys' and girls' softball and minor baseball, and the Knights of Columbus who organize minor hockey.

The rural service area for Legal's recreational facilities cover a radius of approximately 16 to 24 km (10 to 15 mile). Residents of Vimy frequently use Legal recreational facilities while Busby residents use the facilities occasionally.

There is one playschool in the Village, Le Petit Chaperon Rouge. It is a French immersion program sponsored by the Alberta Canadian French Association and operates from October to April for two days per week.

Policies

To ensure the provision of recreational development to meet the recreation needs of the different age groups comprising Legal's population:

1. *The Village and the Sturgeon Regional Recreation Council should continue to cooperate in the development of recreational programming and general recreational planning.*

2. *The Village should continue to encourage voluntary donations of time, money and materials for the development and/or maintenance of parks and open spaces.*

Many people may not be aware of the need and opportunities for volunteers. The Village, through the Recreation Board, may wish to publicize those areas relating to parks and open space where volunteer help is wanted or required. Volunteer tasks and contributions should be specified, so that:

(a) people realize why volunteer help is so important;

(b) potential volunteers know exactly what is required of them; and

(c) a few do not end up doing the work of many.

3. *The Village should endeavour to provide public information regarding the parks, recreation and open space facilities available in the community.*

Education

Legal School District No. 1738 consists of the Village of Legal and the surrounding area within an average radius of 10 km (6 miles). The five members of the school board, a separate independent body, must be residents of the school district.

The combined elementary, junior high and senior high school is located on the 4.8 ha (11.9 ac) school grounds in the north section of Legal. Facilities include twenty home classrooms (including one kindergarten classroom), a library, a gymnasium, a business education (typing, accounting) room and a music room. In the autumn of 1982, three portable classrooms will be constructed and existing school facilities modernized. There are no plans, at present, for expansion of or major modification to the existing building.

There are twenty-five teachers, including the principal and two vice-principals. Legal School offers a remedial program at the elementary level, and the school board is currently in the process of hiring a remedial teacher. The program itself consists of "special help" classes for those students experiencing difficulties in one or more subjects; students in the remedial program are included in the regular enrollment.

Because the school system is under the jurisdiction of a school board, rather than the Village Council, the community survey did not include questions relating specifically to education. At the same time, schools are an important feature of a community. Schools were ranked third in those areas requiring immediate action by the Village Council.

Policies

To provide a high standard of education services in suitable locations:

1. *The Village shall continue to work with Legal School District No. 1738 to provide educational facilities and opportunities for all students in Legal.*

2. *The Village shall endeavour to provide the Legal School District with information regarding the type and location of future residential development, expected changes in population size and characteristics and other factors likely to affect school enrollment.*

3. *The Village shall continue to ensure that Legal School is easily accessible to all students in the community.*

   In a small community such as Legal, a major road may be the only hazard for children travelling to and from school. The Village can establish school speed zones and provide, if and where necessary, such safety features as school signs, crosswalks and pedestrian lights.

MUNICIPAL FINANCE

MUNICIPAL FINANCE

The development potential of a municipality is in part determined by its locational and physical characteristics, as well as the ability to finance various facilities and public services required by growth. The range and quality of public goods and services that a municipality can provide for its residents are determined by the strength of the municipality's revenue sources.

The per capita revenue of the Village of Legal increased between 1975 and 1980 from $148.54 to $657.51, for an increase of 342.6 percent or an average annual rate of increase of 68.5 percent.

Between 1975 and 1980, the main revenue sources were taxation (from 47.2 percent in 1975 and 31.8 percent in 1980) and transfer payments (35.5 percent and 53.6 percent). Other revenue sources included: sales of goods and services (11.8 percent in 1975 and 3.1 percent in 1980); revenue from own sources (4.1 percent and 10.6 percent); and grants-in-lieu of taxes (1.4 percent and 1.0 percent). Over this period Legal did not generate any municipal revenue through provision of services to other governments.

Municipal expenditures generally reflect the amount and quality of public goods and services supplied and their costs. The per capita expenditures in Legal increased from $152.30 in 1975 to $657.51 in 1980, an increase of 331.7 percent.

Per capita municipal expenditures included:

(a) Protection Services increased steadily from $3.82 in 1975 to $13.12 in 1980.

(b) Recreation, Culture and Education increased from $6.35 in 1975 to $11.86 in 1980, with a sharp increase in 1977 to $34.09.

(c) Environmental Health Services decreased from a high level in 1976 of $15.37 to $2.07 in 1980.

(d) Public Health and Welfare with the exception of 1979 when $516.00 was spent, no expenditure was made for public health and welfare during 1975-1980 period.

(e) Environmental Development Services expenditure amount to $116.30 in 1976 and $2,301.22 in 1979, and no expenditure was incurred in the other years.

(f) Transportation Services increased from $40.66 in 1975 to $66.27 in 1980.

(g) General Government Services increased steadily from $43.38 in 1975 to $83.18 in 1980.

(h) Debt Charges increased from $16.11 in 1975 to $104.85 in 1980 with a sharp increase to $210.82 in 1979. The large per capita debt charges in 1979 were a result of the increased debt principal repayments made possible by the Provincial Debt Reduction Program.

(i) Transfers to Own Reserves, Funds and Agencies fluctuated over the 1975-1980 period from a low of $5.66 in 1975 to $256.82 in 1980, with 1979 and 1980 increasing substantially. These increases are also due to the Provincial Debt Reduction Program.

Legal's per capita General Debt increased steadily from $318.71 in 1975 to $895.35 in 1980.

Legal's per capita equalized assessment (a measure of the municipality's fiscal strength) was $1,259.00 in 1975 and increased steadily to $2,937.00 in 1980. The residential component of Legal's assessment increased from 67.0 percent in 1975 to 73.3 percent in 1980. The per capita residential taxation was $37.90 in 1975 and increased steadily to $128.20 in 1980. This represents the highest percentage increase in per capita residential taxation but one of the lowest rates of per capita residential taxation among comparable Edmonton Region municipalities.

IMPLEMENTATION

IMPLEMENTATION

The Village of Legal General Municipal Plan provides general direction to the public and private sectors in their efforts to improve the Village. However, the policies and plans which have been adopted as the General Municipal Plan Bylaw do not complete the Village's planning efforts.

As indicated in this plan, considerable effort is required to ensure the development of a viable commercial sector, to encourage additional industrial development, to provide necessary public services and develop suitable residential areas. The plan and its background reports provide a comprehensive information base and indicate the types of actions which will be required by Council.

The Village's Land Use Bylaw is the legislative tool by which the use and development of land and/or buildings will be regulated. It is therefore the principal instrument for implementing many of the general municipal plan policies. It is recognized, however, that changes to the existing land use pattern will not be immediate.

Annexation of additional land to the Village may be required in order to accommodate future industrial growth. The general municipal plan indicates a desirable expansion direction. The Village should review annexation proposals in terms of the policies contained within the general municipal plan and such other matters as the Council considers appropriate.

Finally, the Village should continue to utilize the planning services provided by private consultants, government agencies and the Edmonton Metropolitan Regional Planning Commission where, in order to implement its general municipal plan, it is felt a need exists.

APPENDIX A

GENERAL MUNICIPAL PLAN

APPENDIX A THE GENERAL MUNICIPAL PLAN RESEARCH PROGRAM

The Village of Legal General Municipal Plan program was initiated on June 7, 1982 through resolution passed by the Village Council.

The research program has resulted in a comprehensive analysis of the Village including:

(a) a terms of reference document, outlining the intent of the General Municipal Plan program;

(b) a statistically valid, random sample community survey of 172 households to determine residents' attitudes to the Village's existing and future development;

(c) an analysis of the Village's population growth and economic prospects;

(d) an inventory of public services and projections of demand for those services;

(e) a detailed land use inventory identifying man-made structures and natural features;

(f) the formulation of municipal growth and urban form, economic, housing, neighbourhood design and social policies consistent with residents' desired Village objectives;

(g) the formulation of a long range concept plan identifying future development areas within the Village's boundaries;

(h) an analysis of the Village's current financial position and possible patterns of revenue and expenditures; and

(i) proposed methods of implementing the General Municipal Plan.

A total of seven reports were prepared by staff and were reviewed, amended and adopted by the Village's Council as information for use in preparing the General Municipal Plan document.

Public participation formed an integral part of the General Municipal Plan Program. The purposes of the public participation program were to:

(a) provide the opportunity for interested individuals to assist and advise the Village concerning the preparation of the General Municipal Plan through the Community Survey;

(b) obtain statistically valid information from a representational cross section of the public concerning their attitudes to a wide variety of possible issues; and

(c) provide opportunities for the public to respond to the General Municipal Plan studies and proposals.

The various public participation objectives were fulfilled by a variety of methods including:

(a) administering a Community Survey to the entire community;

(b) hosting a public information open house in order to discuss planning issues with the individuals in attendance;

(c) making copies of all planning reports available;

(d) requesting the submission of briefs; and

(e) holding a formal public hearing following first reading of the proposed General Municipal Plan Bylaw.

After the formal public hearing the Plan received second and third reading by Council. The adoption of the Village of Legal's General Municipal Plan Bylaw No. 458 followed the procedures specified by the Planning Act, R.S.A.

VILLAGE OF LEGAL GENERAL MUNICIPAL PLAN PUBLICATIONS

1. Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Terms of Reference; E.M.R.P.C., Edmonton, Alberta; June 7, 1982, 17 pages.

2. Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Community Survey Report; E.M.R.P.C., Edmonton, Alberta; October 25, 1982, 13 pages.

3. Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Public Services; E.M.R.P.C., Edmonton, Alberta; October 25, 1982, 41 pages.

4. Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Population Growth Prospects; E.M.R.P.C., Edmonton, Alberta; January 31, 1983, 29 pages.

5. Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Economic Development Prospects; E.M.R.P.C., Edmonton, Alberta; January 31, 1983, 19 pages.

6. Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Urban Development; E.M.R.P.C., Edmonton, Alberta; January 31, 1983, 23 pages.

7. Edmonton Metropolitan Regional Planning Commission, Village of Legal General Municipal Plan, Municipal Finance; E.M.R.P.C., Edmonton, Alberta; March 21, 1983.

APPENDIX B

GENERAL MUNICIPAL PLAN BYLAW

VILLAGE OF LEGAL

BYLAW NUMBER 458

BEING A BYLAW TO ADOPT THE VILLAGE OF LEGAL GENERAL MUNICIPAL PLAN

WHEREAS, Part 3, Section 61(1)(a) of the Planning Act, R.S.A., provides that the Council of a Municipality having a population of 1,000 or more shall adopt a General Municipal Plan.

WHEREAS the Council of the Village of Legal has caused to be prepared a General Municipal Plan on the basis of background studies, surveys, Council meetings, a public hearing and such other methods.

NOW THEREFORE, the Council of the Village of Legal, pursuant to the provisions of the Planning Act, R.S.A., HEREBY ENACTS AS FOLLOWS:

1. This Bylaw and attached Schedule A, together with the following maps "Future Urban Form" and "Phasing of Residential Development" may be cited as the Village of Legal General Municipal Plan Bylaw Number 458.

2. This Bylaw comes into full force and effect upon the final passing thereof.

READ a first time this 21 day of March A.D. 1983

READ a second time this 9 day of May A.D. 1983.

READ a third time this 9 day of May A.D. 1983.

MAYOR

SECRETARY-TREASURER

ATTACHMENTS

SCHEDULE "A"

BYLAW NUMBER 458

The following objectives together form a general statement of the Village's desired growth.

To maintain a growth rate consistent with the Village's role as a Local Service Centre in the Edmonton Metropolitan Region.

To strengthen the overall commercial and industrial structure of the Village to meet the needs of the community.

To ensure development occurs in an orderly, efficient manner in locations which are best suited to such land uses and which provide a high quality environment for the residents of Legal.

To ensure the development of suitable types of housing to meet the needs of existing and prospective residents, and to provide a variety of high quality housing and a high standard of site and residential design for all future development and redevelopment.

To ensure the development of the downtown as a strong and aesthetically pleasing commercial area, and to encourage the continuing development of a full range of commercial activities.

To promote future industrial development for the purposes of increasing local employment opportunities and strengthening the Village's tax base.

To ensure the provision of parks and open space development to meet the recreation needs of the different age groups comprising Legal's population.

To provide an efficient transportation system and to ensure all roadways provide easy access and egress throughout the Village.

To provide the necessary utility system to accommodate growth, and to regulate the installation and development of municipal servicing to conform with the Village's land development.

To ensure that the Village of Legal provides adequate police protection for its residents.

To ensure that the Village of Legal provides the necessary fire protection service to the residents.

To provide a variety of health and social services which will meet the growing needs of the population.

To ensure the provision of recreational development to meet the recreation needs of the different age groups comprising Legal's population.

To provide a high standard of education services in suitable locations.

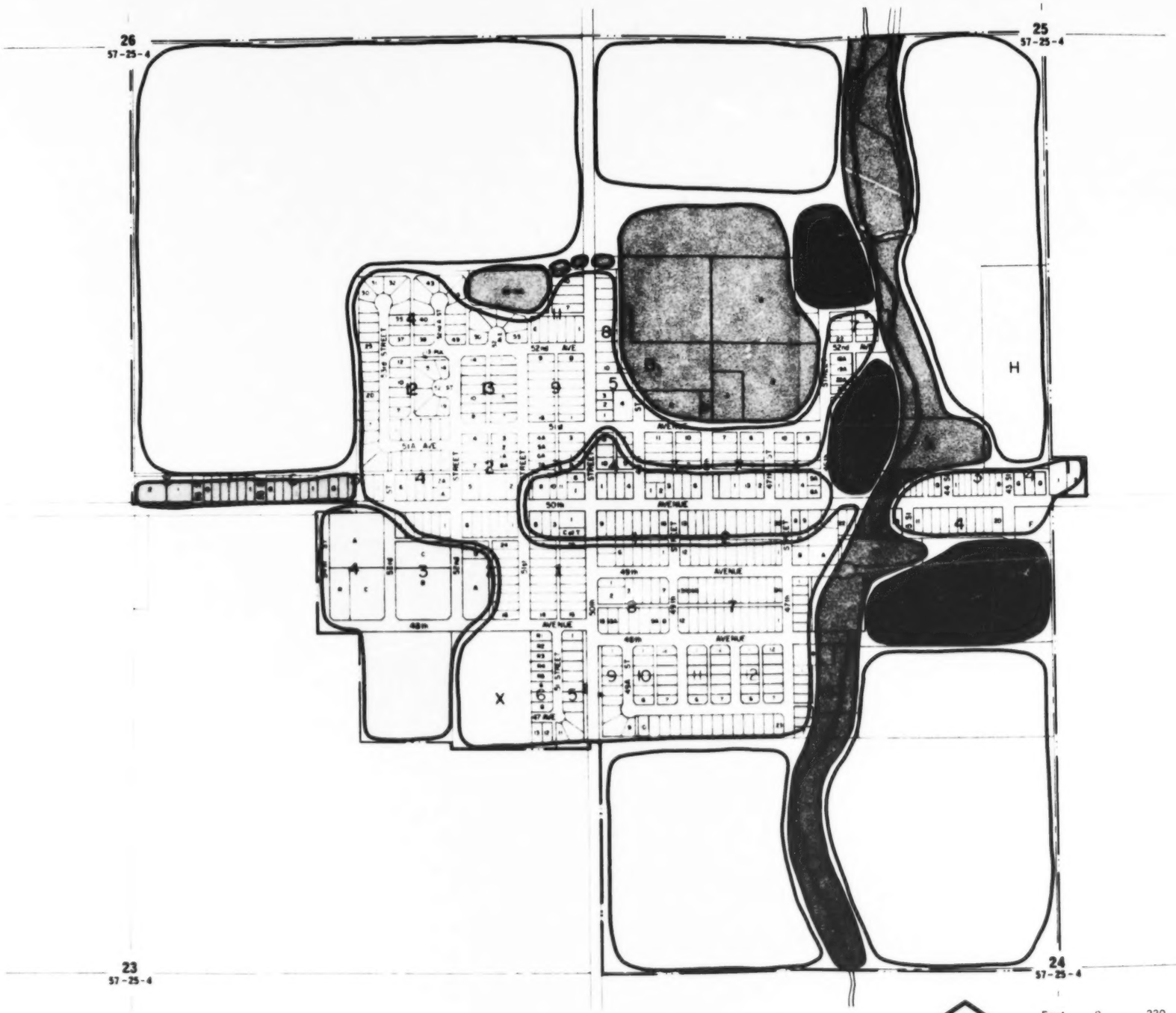

Figure 5

FORME URBAINE FUTUR

- Residentiel
- Commercial
- Voie Commercial
- Industriel Lèger
- Publique / Semi-Publique
- Espace Libre / Facilité D'Education
- Connexion de Parc
- Réserve Urbaine

VILLAGE OF LEGAL

General Municipal Plan

Edmonton Metropolian Regional Planning Commission

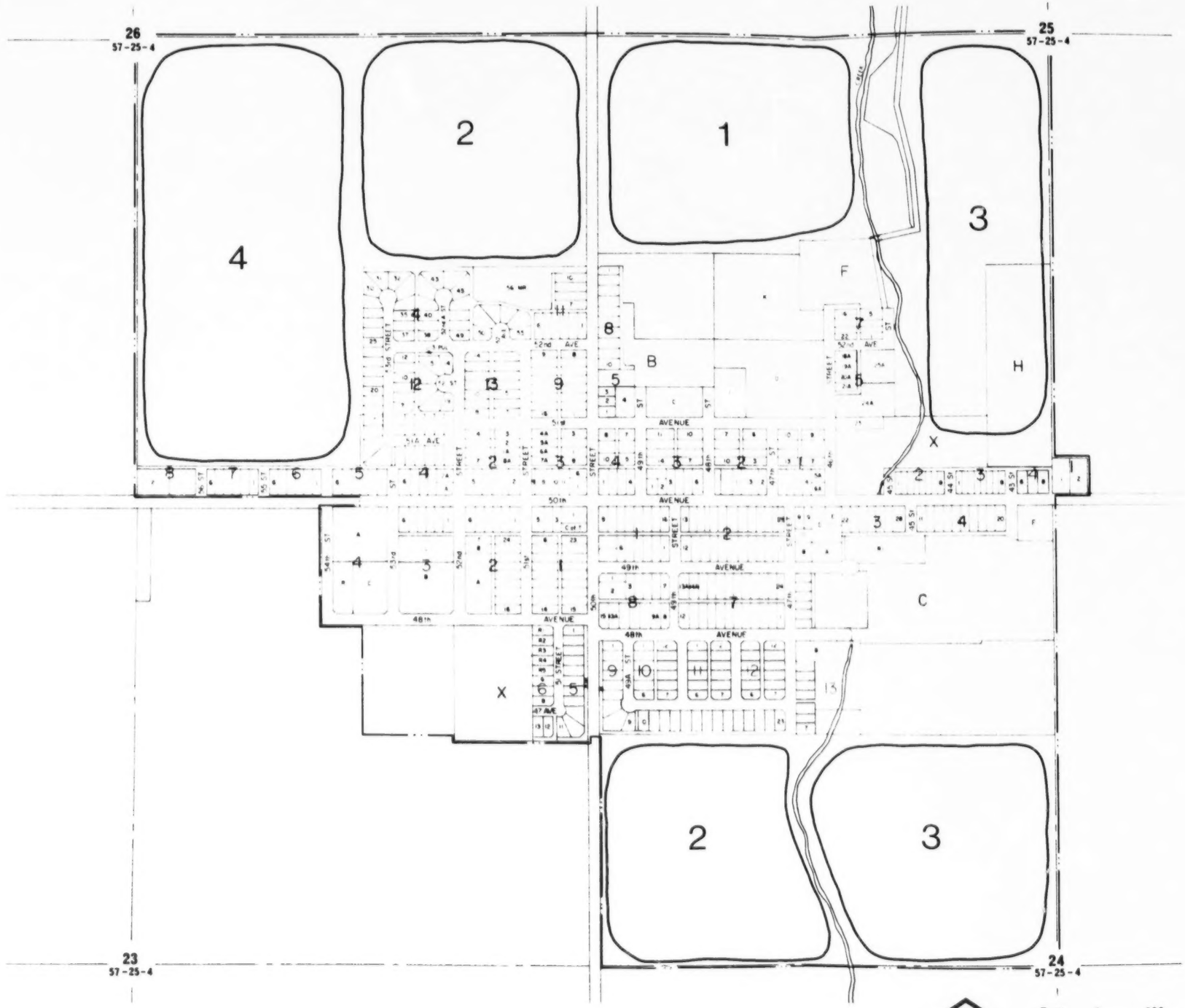

Figure 6

PHASE de DÉVELOPPEMENT RESIDENTIEL

VILLAGE OF LEGAL

General Municipal Plan

Edmonton Metropolitan
Regional Planning Commission

POOR

QUALITY

ORIGINAL